DOCUMENT RESUME

ED 098 856 HE 006 033

TITLE	National Conference on Public Service and Extension in Institutions of Higher Education.
INSTITUTION	Georgia Univ., Athens. Georgia Center for Continuing Education.; National Association of State Universities and Land Grant Colleges, Washington, D.C.
PUB DATE	Jun 74
NOTE	122p.
AVAILABLE FROM	Center for Continuing Education, Department of Conferences, The University of Georgia, Athens, Georgia 30602 ($5.00)
EDRS PRICE	MF-$0.75 HC Not Available from EDRS. PLUS POSTAGE
DESCRIPTORS	*Chief Administrators; Decision Making; *Extension Education; Federal Legislation; *Higher Education; Local Government; *School Community Cooperation; School Industry Relationship; State Government; *University Extension

ABSTRACT

A National Conference on Public Service and Extension provided top administrators of colleges and universities an opportunity to explore with the most knowledgeable experts available problems facing institutions of higher education. The conference proceedings covered: the university's role in public service and extension; state government, as clients for public service and extension activities; the third era of American higher education. Additional emphasis was placed on decisionmaking procedures, internal problems, and the impact of federal policies. (MJM)

ED 098856

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRO
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIGIN
ATING IT. POINTS OF VIEW OR OPINIONS
STATED DO NOT NECESSARILY REPRE
SENT OFFICIAL NATIONAL INSTITUTE OF
EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS
COPYRIGHTED MATERIAL BY MICRO-
FICHE ONLY HAS BEEN GRANTED BY
University of Georgia
TO ERIC AND ORGANIZATIONS OPERAT
ING UNDER AGREEMENTS WITH THE NA
TIONAL INSTITUTE OF EDUCATION.
FURTHER REPRODUCTION OUTSIDE
THE ERIC SYSTEM REQUIRES PERMIS
SION OF THE COPYRIGHT OWNER"

Proceedings

NATIONAL CONFERENCE ON PUBLIC SERVICE AND EXTENSION IN INSTITUTIONS OF HIGHER EDUCATION

Sponsored by

The University of Georgia

National Association of State Universities
and Land Grant Colleges

HE 006 033

June 23–26, 1974

University of Georgia Center for Continuing Education / Athens, Georgia

BEST COPY AVAILABLE

Copyright © 1974

The University of Georgia
Center for Continuing Education

Athens, Georgia 30602

(All rights reserved.)

Printed in the United States of America

CONTENTS

	Page
FOREWORD	vii
PROGRAM	viii
CHALLENGE	1
Tomorrow's Need: The Universal Man —Dean Rusk	3
SESSION I—KEYNOTE	9
The University's Role in Public Service and Extension —George B. Strother	11
SESSION II—CLIENTELE PANEL SYMPOSIUM	19
State Government as a Client for Public Service and Extension Activities —Robert W. Scott	21
Business and Industry as Clients of Public Service and Extension Programs —Fred H. Ramseur, Jr.	25
Local Government as a Client of Public Service and Extension Activities —Edwin G. Michaelian	29
General Discussion (Summary)	33
SESSION III—NEW DEVELOPMENTS	35
The Third Era of American Higher Education —Cyril O. Houle	37
Reaction Panel and General Discussion (Summary)	46

FOREWORD

In the spring of 1973, responses to a letter sent to the presidents or chancellors of about two hundred colleges and universities throughout the country indicated a strong desire that they get together to discuss problems concerned with public service and extension in institutions of higher education. These same presidents and chancellors considered that such a conference would be appropriate and timely, especially since their institutions are becoming increasingly besieged by requests, demands and exhortations to do more in public service and extension areas. Responses reflected interest in such issues as (1) how to select programs for public service, (2) how to finance them, (3) how to organize on campus to carry out programs, (4) how to evaluate and reward faculty performance in public service, (5) how to maximize benefits in the context of the multi-campus university, and (6) how to deliver the product to the user.

It was with these factors in mind that the University of Georgia and the National Association of State Universities and Land-Grant Colleges planned and conducted, on June 23–26, 1974, a National Conference on Public Service and Extension to provide top administrators of colleges and universities an opportunity to explore with the most knowledgeable experts available problems facing institutions of higher education.

It is our hope that the conference, together with the Proceedings, will result in a better understanding by top-level administrators of public service efforts currently being exerted nationwide and attendant problems, and that better coordination of purpose and direction for implementation of public service and extension programming will be achieved.

Fred C. Davison
President, University of Georgia

PROGRAM

all sessions held in the auditorium

SUNDAY – JUNE 23

Hospitality Suite open Sunday evening beginning at 5:00 and on Monday evening after the President's Reception.

7:00 p.m. **Dinner at the Georgia Center**

Host––President Fred C. Davison, University of Georgia

Speaker––Professor Dean Rusk, University of Georgia Law School

MONDAY – JUNE 24

SESSION I – WELCOME AND KEYNOTE

9:00 a.m.

Welcome and Introduction of Mr. Ralph Huitt, Executive Director, National Association of State Universities and Land Grant Colleges and Dr. George L. Simpson, Jr., Chancellor, University System of Georgia––President Davison

Welcome and Introduction of Keynoter
––Chancellor Simpson

Keynote Address––Dr. George Strother, Vice Chancellor, University of Wisconsin

10:15–10.45 **Coffee Break**

SESSION II – CLIENTELE PANEL SYMPOSIUM

10:45–12:15 p.m.

Introduction and Moderator––Mr. Ralph Huitt

Panelist
––The Honorable Robert Scott, Former Governor, North Carolina
––Fred H. Ramseur, Jr., President, Cities Service Oil Company, Tulsa, Oklahoma

12:30 **Lunch––Georgia Center Banquet Area**

SESSION II – (continued)

1:30– 2:15

Panelist––Dr. Edwin G. Michaelian, Director, Institute for Sub/Urban Governance, Pace University-Westchester, New York (Former County Executive, Westchester County, New York)

2:15– 2:45

General Discussion

2:45– 3:15 **Coffee Break**

SESSION III – NEW DEVELOPMENTS

3:15– 5:30

Introductions and Moderator––Dr. Howard Jordan, Jr., Vice Chancellor for Services, University System of Georgia

Speaker––Dr. Cyril O. Houle, Professor of Education, University of Chicago

Reaction Panel
––Dr. Stephen Bailey, Vice President, American Council on Education
––Dr. J. C. Evans, Vice President, Oklahoma State
––Dr. Glenn A. Goerke, Vice President, Florida International University

General Discussion

6:30 **President's Reception at home of President and Mrs. Fred Davison**

Southern Buffet at Georgia Center following Reception

TUESDAY – JUNE 25

SESSION IV – DECISION MAKING PROCEDURES IN SELECTION OF PROGRAM SCOPE AND THRUST

9:00–10:30 a.m.

Introduction of Session Leader, Dr. S. E. Younts
- –Mr. J. S. Elkins, Jr., Conference Chairman, University of Georgia

University of Georgia Participants
- –Dr. S. E. Younts, Vice President for Services
- –Dr. J. W. Fanning, Vice President Emeritus
- –Dr. Charles Ellington, Director, Cooperative Extension Service
- –Dr. Delmer D. Dunn, Director, Institute of Government
- –Mr. Thomas W. Mahler, Director, Georgia Center for Continuing Education
- –Mr. Harold F. Holtz, Governmental Training Division, Institute of Government

10:30–11:00 Coffee Break

11:00–11:45

Session IV (continued)

12:00 Noon Lunch––Georgia Center Banquet Area

SESSION V – INTERNAL PROBLEMS SYMPOSIUM

1:00– 2:30 p.m.

Introductions and Moderator––Dr. W. L. Hays, Vice President for Instruction, University of Georgia

Panelists
- –Dr. Brice Ratchford, President, University of Missouri
- –Dr. Eldon L. Johnson, Vice President, University of Illinois
- –Dr. Thurman J. White, Vice President, University of Oklahoma

2:30– 3:00 Coffee Break

3:00 – 4:30

Session V (continued)

SESSION VI – SPECIAL INTEREST GROUPS

4:30

This unstructured session has been set aside to provide for follow up on initiatives which might result from conference discussions and for the preparation of recommended position statements for inclusion in the conference proceedings.

7:00 Reception and Dinner, Poss's Lakeview

WEDNESDAY – JUNE 26

SESSION VII – IMPACT OF FEDERAL POLICIES

9:00–10:45 a.m.

Introductions and Moderator––Mr. Charles A. Harris, Chairman, University System of Georgia Board of Regents

Speaker––Dr. Earl L. Butz, Secretary of Agriculture

Reaction Panel
- ––Dr. Floyd B. Fischer, Vice President, Pennsylvania State University
- ––Dr. Paul Miller, President, Rochester Institute of Technology
- ––Dr. E. T. York, Jr., President, University of Florida

10:45–11:15 Coffee Break

SESSION VIII – SYNTHESIS

11:15

Introduction of Speaker––President Davison

Speaker––Dr. Donald McNeil, Chancellor, University of Maine

Wrap-up and Adjournment––President Davison

Following adjournment a Buffet Lunch will be served at the Georgia Center

CHALLENGE

TOMORROW'S NEED: THE UNIVERSAL MAN

Dean Rusk
Professor of International Law
University of Georgia

It is a great compliment to be asked to join this notable company, but as I look at your program, I am a little puzzled about just what my role should be. I see that tomorrow morning you will receive your official welcome and you will have a keynote address from a most distniguished member of this group, Dr. George Strother, and then you will start in on a program with a most incredible array of talent. I suppose that my role is simply that of an hors d'oeuvre, something that you sample with your drink, something that will cause you tomorrow morning to say, "Thank God, we are getting to some real food."

My favorite comedian, Professor John Kenneth Galbraith, **not** from a land-grant university, wrote in the **New York Magazine** about two years ago that I was in exile down here in Georgia, that being in Georgia was about like being in Ulan Bator, the capital of Outer Mongolia. Well, this notion that a man would not come to a great land-grant university unless he had been boycotted by the Ivy League is one of those genial conceits held by a small circle on the northeastern seaboard, not shared in other parts of the country. I am glad that you are visiting here on this campus. Like the Atlanta Braves, the University of Georgia is playing a hot hand these days, and I am glad you have a chance to see it while you are here. It is a very exciting place in which to serve under the stimulating leadership of Fred Davison.

One of the nice tributes paid to land-grant colleges came from the late Harry Truman. Senator Fulbright, in the late forties, called upon Harry Truman to resign; and Mr. Truman, recalling that Bill Fulbright was a Rhodes Scholar, simply said, "What this country needs is more land-grant colleges." That was the end of that.

I thought that I might speak very briefly this evening on three points. I am often asked about the problems of the transition between the lurid past that I had in Washington and coming back to a campus here in Georgia. I usually make some remarks about how luxurious it is to move from the world of decision to the world of opinion and to be a free man again. But there has been one problem. I was trained by George Marshall and Harry Truman and Dean Acheson and Presidents Kennedy and Johnson and many a Congressional committee to say what I had to say as quickly as possible and then shut up. Now that I am back on the campus I find that whatever I have to say is supposed to last for fifty minutes. I do not know how I feel about that because I suspect that, as most of us found when we were in college, students still pass their courses in the last two weeks of the quarter or semester and we could save them a good deal of time if we just found out how they do it.

We Americans are so consumed with the next task, the unfinished business that lies ahead, that we very seldom look back to draw a little hope and confidence and encouragement from what has gone on in the past. At the risk of seeming a little pretentious, I want to remind you of the past very briefly by taking you back more than sixty years to Cherokee County, Georgia, the place where I was born. It was a pre-scientific, underdeveloped part of the country, a place where typhoid, scarlet fever, dysentery, goiter, pellagra, and whooping cough were simply a part of the environment in

which the good Lord had placed us, where crops were planted with the help of the Farmer's Almanac and the phases of the moon, where improved seeds were relatively unknown, where medical care was extremely thin and the general principles of public health--such as, for example, the relation between the well and the privy--unknown. I think of the one-room schoolhouse in which seven grades studied together, where the only qualification for the teacher was that he or she should have graduated from that particular school and be big enough to lick the largest boy in the class. Those were days of grinding poverty, man-killing, and more particularly woman-killing, work--where nutrition was poor, where opportunities were limited by the hand of God, where the adversities of life drove us to a reliance upon Divine Will.

In the lifetime of one person I have seen that situation transformed. I can remember when the first county agents began to come into the area, bearing little pamphlets produced here at this university and other places. County agents, who did not know very much at that time, but knew a little more than we did, and who advised us on the whole range of problems that arose in rural life. I remember their sowing the seeds of a passion for education, and over the years I have seen unfolding in my own county, among my own cousins, the extraordinary effect of the partnership between education, research, and extension, a partnership which has transformed the life of this nation. It is no accident that this nation has performed miracles in the sphere of economics and in the social sphere. I say "no accident" and it is no accident unless you consider the Morrill Act a happy accident. The contribution of our state universities and land-grant colleges toward the uplifting of human life throughout most of the country, perhaps excluding some areas along the northeastern seaboard, has been utterly fundamental. We do not often pause these days and look back and say "thanks" to those responsible, but there are thanks for those who are willing to receive them.

I also had a chance to look at you from another vantage point. As head of the Rockefeller Foundation for eight years and as a member of the cabinet for eight years, it was my great privilege to move through many nations. I visited some seventy countries during that period--and became deeply and personally involved in the elementary and driving problems of human misery and economic and social development. Wherever I went I had a special interest in what was happening in educational systems. This survey led me to conclude that the invention of the land-grant institutions was a most creative and unique American contribution. In the so-called developing countries, most of which were within a western colonial empire at one time or another, one found very little impetus to concentrate intellectual and scientific resources on the needs of the people. Broadly speaking, the British in their empire had done more than most other nations in terms of education, but the universities that they had founded in India or in Africa or in the West Indies were largely geared to the curriculum of the University of London. I remember, for example, that it was only in the late 1950s, with some help from the Rockefeller Foundation, that the principal university in Nigeria was able to begin to offer some courses in African history, because the University of London did not prescribe courses in African history.

As far as the French, Dutch, and Belgian empires were concerned the role of university education was largely reserved to the metropolitan country; yet these countries had the hounds of hell breathing on their heels when they became independent. I had a long talk with Prime Minister Nehru on the subject of how easy it was to lead a revolution and how difficult it was to build a nation. Uppermost in his mind was the great question of how to project into that mass population the simple elements of knowledge, know-how technique, which would give them some reasonable chance to survive under the strenuous conditions of the modern world. Having inherited a rather widespread university system in India, he was in a situation where he could not call upon one university to do something he was not prepared to support in other universities. Thus, they developed a series of special research institutions. For example, the All-India Institute of Medical Sciences in New Delhi and the Virus Research Center at Poona were able to concentrate

their slender resources on a few institutions rather than dissipate these endeavors among a large number of universities.

The situation throughout much of Latin America was similar to that in India. Latin American universities on the whole took the classic mold of continental Europe, without the driving impetus to grapple with the real problems of their own society in terms of what happens to the people, and there again, one found that these efforts, as they began, came to be very specialized. For example, the fine Graduate School of Agricultural Sciences at Chapingo in Mexico or the International Rice Research Institute at Los Banos in the Philippines were not injected into the main university tradition.

We found in our aid programs that the greatest obstacle to real headway came from this gap in the educational-scientific structure. Many of you have participated in various contracts that we have had with your universities and the foreign countries, and you know something of the dead weight of inertia with which you have wrestled in those various enterprises. To me, it seems that we, the American people, were extraordinarily fortunate, more than a hundred years ago, to have come up with the concept of the Morrill Act, which permitted many of our top universities to provide service to the people. Every college and university will claim, and with justification, that it is serving the people; but the state universities and the land-grant colleges have that as a chartered, legislative duty, and this has made an enormous difference here and abroad.

I would hope that we continue to keep our doors open to the young people of other countries who come here to study in our great land-grant institutions, even though there may be a gap between what we try to teach them and what they can accomplish when they get home. I suspect one little piece of unfinished business we have in front of us is to try to find some way to adapt what we are able to teach to the circumstances they will face when they return to their own countries. But I also believe that the great institutions which are geared to the needs of the people can play a sisterly, affectionate role of association and serve institutions in the developing countries that are struggling to deal with despair, problems which are not being adequately supported by the intellectual resources of the nations in which those problems are found.

Many of these things are so very simple. For example, out of the land-grant system came the notion that it is all right for an educated man to get his hands dirty. Both with the Rockefeller Foundation and our aid programs I had the impression that this was a major sociological problem in many countries. We could produce Ph.D.'s in agriculture, but they were not willing to cross-pollinate corn. They were not able to get out in the field, take their coats off, roll up their sleeves or perhaps their trouser legs, and get their hands and feet dirty. They expected an educated man to be a member of a government department, with a job behind the desk, perhaps teaching in the university; but he could not be found out where the action is, where those first county agents came out to lead an uninformed, uninstructed population in this country in our own undeveloped areas.

I think also we have discovered that these deeply ingrown cultural resistances to change are not all that important. When groups like the Rockefeller Sanitary Commission first began to work on the hookworm problem in the South, their teams were driven out of many a locality by sticks and stones, by people who did not want strangers coming in to remove the so-called lazy worm. We have run across those cultural obstacles in many other countries, but we are finding that when people are confronted with a practical, significant problem cultural resistance to cultural differences fades very fast.

I remember, for example, in one Latin American country the Rockefeller Foundation had developed a black bean which yielded four times the crop of the yellow bean which at that time was indigenous to that area, but there was difficulty in getting the peons to accept it. We tried to find out why, and we ran around asking questions about it. We came up with two answers. One was that the black bean gave them a stomach ache. This was possible for the first two or three days because it

had a much higher protein content. Then, they said, with the black bean one cannot see the flies. That was pretty hard to overcome, but the governor of this particular location adopted this black bean as the governor's bean and it spread then very rapidly.

On another occasion, a new virus infection hit the villages in southern India; thirty percent of those infected were killed. A team of virus research people near Bombay, made up of both Americans and Indians, went down into the area and discovered that it seemed to be a mutation of Russian Spring-Summer Virus. They immediately asked the government of India to ask the Soviet Union for maximum quantities of Spring-Summer vaccine developed in the Soviet Union. The Indian government was astonished that the Americans would suggest that they ask the Soviet Union for anything, but they did it; and the Soviet Union, without claiming any political credit, immediately sent down quantities of vaccine, which came close to being completely effective for this mutation. This same team then told the authorities in India that this disease was being sustained by a man-monkey cycle and that it would be necessary to go out into the jungles and find the monkeys that seemed to be ill, infected, and destroy them in an effort to overcome this problem. The authorities in the central government of India said this was impossible; in this area, Humayum (the monkey god) is the supreme deity, and could not be touched. These scientists then went down and talked to the villagers and explained the problem to them in their village councils. The villagers themselves went out into the jungles, found the sick monkeys, and brought the problem under control.

I think we tend to be too hypnotized by what we at a distance consider to be deeply entrenched social customs where problems of life and death are involved for those affected. I have no doubt that in this general field of economic and social development, the land-grant college experience in this country has been a genuine innovation in the history of man. Without fanfare, without false pride, without chauvinism, we have a major contribution to make to the rest of the world.

I would now like to suggest to you a problem that I think is on your plate and for which I do not have the answer. I am sure about the problem, but I can only grope toward the answer. The human race has finally reached a point where it is faced with a series of problems which are different in kind from any it has ever faced before. So long as the human race endures, we will be confronted with a breathtaking acceleration in the pace of change, and no amount of nostalgia will slow down that pace of change. We are facing a future which will be increasingly complicated--so complicated as to test the capacity of the mind of man. I have elected to spend such time as remains to me in working with young people in the field of international law, because as I look out over the range of the next two or three decades I can see certain problems like the organization of a durable peace, the handling of the environment on a world scale, the population explosion, race relations, the problem of diminishing raw materials and energy supplies, the human reaction to extraordinary advance in science and technology--a whole series of questions which will require solutions within a few decades if Homo sapiens is to make it.

We are learning that everything is related to everything else. It was not the ecologists who first discovered this simple proposition, because human experience is driving us in that direction. A very wise man, General Omar Bradley, said some years ago that "the time has come to chart our course by the distant stars and not by the lights of each passing ship." What I am concerned about is compass bearings, the ability to see things as a whole, the knowledge and understanding which just might generate wisdom at a time when wisdom is needed most of all. My guess is that since state universities and land-grant colleges are committed to the service of the people, perhaps this--helping our citizens see things as a whole--is our next big job. We have wrought miracles through specialization, but have we wrought miracles in synthesis? What about the compass bearings which will help us and our young people find our way through the turbulent storms of change and the confusion of complexity? Of that I am not sure.

This is not a matter for an elite of philosopher kings, technocrats, or whatever you want to call them, because in this country we are dedicated to the consent of the governed; and without the understanding of 210 million Americans, we shall not accomplish what is necessary for us to accomplish. I do not regret that, because a political system which rests upon 210 million pillars is a very strong system, able to stand the earthquakes and storms, able to be flexible in the face of change.

Nevertheless, where are our universal men? We shall soon be celebrating the 200th anniversary of our Declaration of Independence. Where are the universal men like Thomas Jefferson and Benjamin Franklin? About 150 years ago the German doctorate and the British Master were essentially the same degree; they were licenses to teach. The Germans went off in the direction of research with a powerful impetus to the physical sciences. The British retained their broad humanities approach in their principal universities. Has it been a good idea for the social sciences and the humanities in this country to be captured by the German Ph.D.? Are we making room in our educational system for those who might become universal men and women? Is it asking too much that a doctorate of philosophy should include some working arrangement with philosophy? Where is the process by which we discover, encourage, and open the way for those who might become a Thomas Jefferson, an Alexis De Tocqueville, a Lord Bryce?

This is more operational than some of you may feel. One of the things which I had to think a lot about while I was in the cabinet was the problem of pulling together the most wide ranging disciplines of knowledge in order to come to an important decision. Many years ago the State Department asked Professor Dunn of Princeton University to make a study as to which academic disciplines were vital to the successful performance of a foreign service officer, and after a two- or three-year study, he came back and said, "A foreign service officer needs the following twenty-one academic disciplines." They ranged from history to oceanography to nuclear physics. Given the present arrangement in our educational system, that would have meant that we would have recruited young people into the foreign service at the age of 70. More and more the important decisions of government are involved with fields of knowledge to which politicians have not been accustomed: nuclear physics, space science, the medical and biological sciences, meteorology, oceanography, all the rest.

One of the greatest problems that a policy officer has to face is how to call upon expert opinions and mold them into a whole, a web, which will make sense. I know that you have been discussing this among yourselves and will be discussing it here at this meeting, but I am deeply convinced that we must find some way to break through the traditional academic specialization and find the universal man. This talent hunt is not impossible. This is not a figure which the Rockefeller Foundation ever used publicly, but over the years, in its unceasing search for talent, the Foundation has located and supported the work of more than ninety young people who later won the Nobel Prize. We were not looking for the universal man, however. These were highly specialized people. Still, I would hope that some foundations make it possible to give to some of the young people that you will discover the leisure, the economic support, the time that is required to think about things as a whole.

Let me emphasize a phrase I used earlier——"problems different in kind." We have not had to worry throughout the history of the human race about the possibility that thousands of megatons could be exploded in a moment of anger and call into question the capacity of the human race to survive on this planet. We have not really faced until the last few years the possibility that man himself could inflict irreparable damage upon this thin skin around the surface of the earth we call the biosphere. The population explosion has been gradually catching up on us, until the curve of population growth now is almost vertical; and under the most optimistic considerations that I have seen, we will reach a population of at least 14 billion on this earth before there is any possibility of its leveling out. We have been relying upon the capacities of science and technology to produce those minimum requirements which we

will need to maintain our relative, our respective economic systems. A Russian delegate to the United Nations last year said that the earth can afford only one United States, that if the other nations and peoples of the earth should come anywhere near our productive capacity and our rate of consumption the old earth itself would just groan and collapse.

Somewhere along the way we are going to be faced with major readjustments in all directions. Who is getting ready to deal with those problems? As I said, I do not have an answer, and I think this is an extraordinarily difficult issue. Who are prepared to teach, who are prepared to lead young people in the discussion of these issues? Is it going to take another generation or two before we can produce those who can give us the leadership we so desperately need in these directions?

You would know better than I, but my guess is that we shall need more fraternity among the academic disciplines and more fraternity among individual campuses; and, if you will forgive my saying so, my experience over the last twenty-five years has suggested to me that negotiating cooperation among departments and more particularly among campuses is just a little more difficult than negotiating with the Russians. You have wrought miracles in what you have taken to the people of this country, in those fields which are vital to their economic and social development; but there is one miracle still left untended, or rather unaccomplished, and that is to develop a people who can see things as a whole. Of course, we cannot help them to do that unless we ourselves can find a way to see things as a whole. In the long run I must say I am relatively optimistic. I do believe that the human race has the capacity to be rational at the end of the day, even though in the early morning we can all be pretty ridiculous. I have no doubt about that; that is an article of faith. This is not, however, based upon vague sentiments of brotherhood; it is based upon harsh necessity, and harsh necessity is a very eloquent teacher.

That is why I wish you well in your discussions here on this occasion. I associate myself with you and have been reading some of your literature, your discussions among yourselves, and share with you the feeling that there is a great task of synthesis to be done. It is a dangerous task, because when we talk about the meaning of things as a whole, we are going to find ourselves involved with the most lively and controversial social and political issues. Whether the university can go beyond raising the questions and offering alternative answers, I do not know. As a word of warning, let me say if we start offering the answers to these complicated things we had better know what we are talking about, because it is too late in history for us to engage in charlatanry. That we must avoid even at the expense of confessing our ignorance.

I wish you well in this meeting. I hope to learn a good deal from it and I know I shall, but I am greatly stimulated by the mission of the state universities and the land-grant colleges, committed to the service of the people in a very special, chartered, statutory sense, because I suspect that that mission alone will give us insights as we look to the needs of our people which might otherwise be ignored.

SESSION I—KEYNOTE

THE UNIVERSITY'S ROLE IN PUBLIC SERVICE AND EXTENSION

George B. Strother
Vice Chancellor, University of Wisconsin

There is a theory of memory that likens it to the working of a scanning sonar. In the case of the kind of recollections that are most characteristic of the very young and the old the analogy might be carried further, likening it to the working of a sonar scanning a rubbish heap. I am not sure that those of us who have joined the over-thirty-nine age group remember less well, but the circuits are more cluttered and we lack the advantage possessed by magnetic tapes, which can do what in computer jargon is called a "core dump." This may seem a strange lead-in to a keynote for a national conference on public service and extension in institutions of higher education but, being a psychologist by training, I am intrigued by the process of remembering and, in the present instance, what it brought forth with respect to the role of the keynoter. I have, in another context, defined my role as vice chancellor as that of the eunuch in the harem who is responsible for bringing about productive encounters without direct participation.

In the process of defining the role of the keynoter my scanning sonar produced a blip in the rubbish heap of memory, and upon clarification it proved to be a film on milking cows, which I saw perhaps fifteen years ago. Why I was watching a film on milking cows I can't recall, being a city dweller and holding my professorship in the graduate school of business, but this odd blip did prove to be relevant. The opening, as I remember, advised the farmer that before starting to milk he should wash the udders down gently. It appeared that this would serve two purposes: first it would eliminate some possible contaminants, and second it would stimulate increased lactation. Anyway by this rather strange and devious process I arrived at a definition of the role of the keynoter as being to clear away some of the contaminants that might impair the purity of the end product and even more importantly to stimulate the engorgement of the mammary tissues, leaving it to those who follow to produce a good supply of sweet, pure, pasteurized, fortified and homogenized nourishment.

According to the planning document for this conference the flow of wisdom is supposed to start with the keynote. I quote: "The keynote should provide the historical development of the conference theme." I don't want to alarm you; I do intend to remain within the allotted time limit, but my thoughts about the historical development of this conference took me back to Greece in the third century B. C. In about 250 B. C. the astronomer-mathematician Eratosthenes computed the circumference of the earth within about three quarters of one percent. He did this by a process of logic that any educated man of third century Greece would have been able to follow and understand. He found that at the time of the summer solstice there was a very deep well in Syene where the sun at high noon shown directly on the bottom of the well. Due south 500 miles away in Alexandria there was an obelisk which at that precise time cast a shadow of 7½ degrees. Putting these facts together Eratosthenes computed the circumference of the earth at 24,662 miles, whereas the best of modern scholarship makes it out to be 24,847.

Before examining the implications of Eratosthenes' discovery I would jump forward 2,100 years to the year 1866 in which Gregor Mendel published his definitive paper on

the laws of genetics. Gregor Mendel's paper lay on library shelves for another thirty-four years before it was discovered in 1900 and became the foundation of the modern science of genetics. Now turning the pages of history back again, to 1492, approximately 17 centuries after Eratosthenes proof, I look at the case of Christopher Columbus who figured the circumference of the earth at 18,600 miles and who mislaid Japan by 8,200 miles. Nevertheless, by dint of luck and good seamanship he managed to double the size of the known world.

What have Eratosthenes, Christopher Columbus, and Gregor Mendel to do with this conference? We are not talking about isolated instances in history; we can multiply the examples ad infinitum and carry them up into the present day. The production and storage of knowledge is not enough; the interactions between particular fields of knowledge and other fields of human endeavor are multitude. Knowledge does not extend itself; **knowledge needs a delivery system.** If Athens had had an extension service the western hemisphere might have been settled a thousand years sooner. If the Spain of Ferdinand and Isabella had had an extension service Columbus would have known where he was going and where he was when he got there. If Austria had had an extension service in 1866 the science of genetics might not have waited for thirty-four years to be born.

Admittedly I'm stretching things a bit but I can't emphasize too strongly the fundamental premise that effective utilization of knowledge requires a complex system of interactions and that the unique role of the university must go well beyond the production and storage of knowledge or simple retrieval in the sense that modern information technology uses the term. It must also go beyond the kind of dissemination through publication in learned journals that satisfies the needs of the academic community.

It is significant that four of the most revolutionary documents of the last half of the 19th and the first half of the 20th century were the work of people who at the time of these discoveries were not university professors. I refer specifically to the works of Charles Darwin, Gregor Mendel, Albert Einstein, and Karl Marx. I don't mean to underplay the tremendously important role of the university in any advanced society but rather to call into serious question the monastic tradition that still persists in many universities and confuses aloofness with objectivity. I find Thorstein Veblen's 1899 viewpoint still timely as it is set forth in the following quotation:

> Learning, then, set out with being in some sense a by-product of the priestly vicarious leisure class; and, at least until a recent date, the higher learning has since remained in some sense a by-product or by-occupation of the priestly classes. As the body of systematised knowledge increased, there presently arose a distinction, traceable very far back in the history of education, between esoteric and exoteric knowledge, the former--so far as there is a substantial difference between the two--comprising such knowledge as is primarily of no economic or industrial effect, and the latter comprising chiefly knowledge of industrial processes and of natural phenomena which were habitually turned to account for the material purposes of life. This line of demarcation has in time become, at least in popular apprehension, the normal line between the higher learning and the lower.

I can't resist jumping to another place in the same chapter to a statement which would not be out of place in John Kenneth Galbraith's most recent works when Veblen says:

> The conventional insistence on a modicum of conspicuous waste as an incident of all reputable scholarship has affected our canons of taste and of serviceability in matters of scholarship in much the same way as the same principle has influenced our judgment of the serviceability of manufactured goods.

If then we are moving, however slowly, from a monastic model of the university, if it is true as the Newman and Carnegie reports and a rash of other studies and reports would indicate, that we are moving toward a major rethinking of the functions of the university, it is toward the role of the university as an open system, as an integral part of

the total community. And here, all the evidence suggests, lies the growing edge of the university in the remaining fourth of the 20th century.

I have trouble in my own mind separating the word "vigor" from the notion of growth. Certainly in the first three quarters of this 20th century the vigor of our institutions of higher education has been accompanied by extraordinary growth. Yet as we look at the years ahead all indications are that the rate of growth will diminish and then cease, and that by 1990 we will have seen a general decline in traditional enrollments. Many universities, especially in states with the highest percentages of the 18–21 year old age group attending college, have already begun to feel these effects and will testify that the result is traumatic, to say the least.

We can hardly argue that growth is a virtue in itself, and there are those who would argue that already universities are suffering uncontrolled growth and the attendant diseases of gigantism or acromegally or both. But who can seriously argue that **controlled** growth in response to legitimate needs and in keeping with the proper mission of higher education can be bad?

I would suggest therefore that a rethinking of our mission and a significant reassessment of our priorities is essential to the maintenance of some reasonable degree of growth and to the vigor of our institutions and that the prospect for such growth lies primarily in the public service and extension areas today——in the opening up of our universities to what the Carnegie Commission has called in a 1971 report "New Students, New Places."

I would suggest that in this opening up of the university we must confront two challenges: first for the more effective use of the university as a resource in the solution of societal problems and second as a vehicle for reaching new academic markets. I should like to explore both of these avenues with you this morning in the hope of providing a point of departure for some of our discussions in the two and a half days ahead.

I will discuss first a model for the delivery of university knowledge resources and then try on you some thoughts on the job of the university to reach new, non-traditional student bodies.

The Delivery of University Knowledge Resources

In the first instance, against the dissent of its numerous critics, I should like to explore the cooperative extension model. I am acutely aware of the fact that this model has its critics. I would comment further on this shortly, but I would begin with the premise that it is the most successful knowledge transfer model that the world has ever seen.

Granting this premise for the moment, the most important single reason, in my judgment, for the success of this program lies in the funding pattern. The combination of formula funding linked to a plan of work has been far more productive than the categorical funding characteristic of so many other federal programs. There is built into the funding a historic ratio of extension to research funds: as best I can determine, for every dollar spent on agricultural research we are spending fifty cents to promote the utilization of that research. The ratio for all other kinds of utilization expenditures appears to be an incredible fraction of 1 percent. There are many other federal programs costing the nation more than the Federal Extension Service that do not have a comparable record of practical success.

As we look further at the cooperative extension model there are six factors that account for its effectiveness:

1. The service has deep roots in local people and local government. It is to a very great degree, as it purports to be, a partnership between the federal, state, and local interests. It is more than many more highly touted programs, the best example of creative federalism.

2. It has faculty or academic staff out where the problems are, identifying the problems and reaching back to the university for needed resources.

3. It has faculty on the campus, whose primary job is to be expert scanners and interpreters of research results--brokers, as it were, intermediate between the research scholar and the community based staff.

4. These scanners and interpreters are closely linked to the research faculty, often moving from the scanner-interpreter role to the research role and back again, and in the most successful institutions housed with a working together with a total faculty.

5. This team of research workers and interpreters is part of an international network of scholars so that it is possible to reach out almost anywhere in the world for needed information. Just to give an illustration (which incidentally came to naught), let me tell you about a group of us who were interested at one time in the infra-red sensitivity in vertebrates. We had a hunch that this might shed some light on the migration pattern of the sea lamprey. We quickly discovered that most of the work had been done in Poland and had appeared in Polish language journals. We were able, because of our university ties, quickly to obtain copies of the articles and translations, a feat which university people take for granted but which no other institution can so readily do.

6. There is in this system a continuous feedback between the community-based staff member and the research scholar. The payoff is not one that neatly divides between pure and applied research but, rather, at its best affects the whole range of agricultural research. In our own university, for example, the development of the anti-coagulant and rodenticide Warfarin came about in part because field workers were encountering an animal disease which had them stumped. In carrying the problem back to the research faculty they started a chain of events which produced significant practical results and also important theoretical contributions to the biochemistry of blood. Pure or applied, problem or theory. Where is the line?

There are those, as I noted earlier, who argue that this model is inapplicable in other settings. There are others also who argue that the model is obsolete even with respect to its historic role in agriculture. In a speech to one of a series of university urban outreach conferences, sponsored by the American Council on Education, William C. Pendleton of the Ford Foundation announced "The Ford Foundation has had its day with the universities' urban thrust," and went on to say that it was certainly not obvious that universities have the talents and specialized resources to help the cities. As a result of the Ford Urban Program in the early sixties, he said, they had found that the urban extension agent compared with his country counterpart faced much more complex problems with much smaller resources and far fewer research-based answers. He went on to say, "Colleges and universities at their best perform certain educational and research functions; they don't make political decisions nor do they perform very well in the arena of social and economic reform." In still another critique of the cooperative extension model, **Hard Times, Hard Tomatoes,** the theme has been that the program has become the captive of a few special interest groups and no longer serves that broad base of clientele for which it was designed. While there is an element of legitimacy in both of these criticisms, to say that the model is inapplicable or has failed, based solely on these tests, is like saying that a car with a faulty ignition system must be scrapped because replacing the spark plugs and the points has not corrected the defect. Universities have not done well yet in making the transition to a broader-based delivery system, but scattered throughout the country there are enough demonstrations of what can be done to suggest that much can be accomplished, given adequate funding and a sound conceptual model. So far we have received pennies to do the job and therefore the comparison with the agricultural model is totally inappropriate.

One other consideration should be noted. There is implied in Mr. Pendleton's comments the notion that the role of the university is social and economic reform. I am sure that none of us are tempted to fall into that trap. Our product is knowledge and the creation of conditions for its more effective utilization. Our role is one of enhancing the quality of decisions being made in a complex society by bringing a wider range of possible alternatives to bear. To claim more than that, to claim that we are or should be the decision makers, would be to invite disaster.

Both the Land Grant Association and the American Association of State Colleges and Universities have gone on record as favoring Smith-Lever type funding for total university research utilization. There are many indications that our time has not yet come, but this is a goal that must be kept constantly before us if the vast range of university resources is to be utilized with anything approaching maximum effectiveness.

The Serving of New Academic Markets

With respect to the second major thrust of a more open system of higher education, the serving of new academic markets, we have a long way to go and a lot to learn. The growing body of literature on external degrees and non-traditional studies provides, I would suggest, a false sense of security——an exaggerated feeling that academia is moving ahead in significant new ways. The truth of the matter is that universities have changed their basic philosophies of instruction very little since St. Thomas Aquinas lectured at the University of Paris in the middle of the 13th century. In far too many cases the "new" external degrees are simply old wine in new bottles.

I have borrowed the following quote of a Peter Drucker statement from the book **Patterns For Lifelong Learning.** It puts a finger on one aspect of the problem. Drucker says:

> If educators give any thought to the question, they assume that we should have both ever-extended schooling and continuing education. But the two are actually in opposition. Extended schooling assumes that we will cram more and more into the preparation for life and work. Continuing education assumes that school becomes integrated with life. Extended schooling still assumes that one can only learn before one becomes an adult . . . Above all, extended schooling believes that the longer we keep the young away from work and life, the more they will have learned. Continuing education assumes, on the contrary, that the more experience in life and work people have, the more eager they will be to learn and the more capable they will be of learning.

The point, as I see it, is that we know really very little about the learning process outside of the laboratory. We know how college sophomore volunteers in introductory psychology classes learn nonsense syllables. We know a great deal about how rats learn mazes and how dogs discriminate between geometric patterns but very little about how adults learn in the outside world. And we need to remember that 95 percent of the people we serve are adults both in law and in fact.

I'd like to take just a moment to describe to you a study which one of my doctoral students did several years ago. It was a study of how supervisors learn their jobs. We found very little direct evidence that they learned anything about their jobs in a classroom. Yet surprisingly when we compared those who had had considerable amounts of instruction with those who had not, there were highly significant differences. While they learned about the job on the job, organized instruction appeared to have several effects. First of all the more educated appeared to learn faster on the job; second they made fewer errors while learning on the job. Finally, and most significantly, they were able to generalize more effectively what they learned from specific on-the-job situations.

It seems to me that this capacity for conceptualization, which arises from a combination of experience and the way in which people perceive their experiences, is perhaps the

most important aspect of education. The difference between Archimedes and some Athenian slave was not that Archimedes discovered the lever--that was discovered long before--but that Archimedes was able to formulate a set of experiences into the law.

Likewise, in a less revolutionary way, the truly educated person operates at a higher level of abstraction. He is able to bring usable concepts from one experiential setting to other, superficially quite different, settings. But few of our tools and techniques for the selection and evaluation of students get at this ability to form and apply concepts to real life situations. As David McClelland has pointed out in an article in the **American Psychologist** most of our selection tools and our measures of academic achievement assess the student's ability to play word games rather than to thus conceptualize and utilize knowledge effectively.

Those who are, admittedly with some justification, fearful of the effects of a more open approach to new markets, new kinds of students, new academic methods and settings are right in warning of the dangers of a come-one-come-all approach to higher education. But the accompanying premises that only through total immersion can one be saved and that therefore part time and off-campus experiences are ipso facto second rate is, I would argue, completely contrary to the little we know about how people learn useful things in a real world setting.

If then there are new academic markets made up of people capable of a high level of conceptual thinking, where are they and why are we not serving them? There are several answers to this: one is in the assessment procedures whereby we now effectively exclude people by using appraisal methods which have frighteningly low predictive validity. The criteria we use are bad enough--grades in law school predicted from grades in an undergraduate liberal arts course, for example, yielding correlations of .45 or less. If we are so unsuccessful in predicting grades from grades, think how much **less** successful we must be in predicting success in the practice of law on the basis of an undergraduate grade point average.

Furthermore, economic and methodological barriers operate selectively to exclude many who have significant promise for future success. It is fact, for example, that a high potential student from the top socioeconomic bracket is three times as likely to go to college as a high potential student from the lowest socioeconomic bracket. I would also suspect, although I cannot cite evidence, that a significant portion of the co-called underachievers who drop out in spite of indications of high potential are simply turned off by academic rituals and routines that have no relationship at all to ultimate performance. In other words, much of the attrition that we attribute to student inaptitude is in fact the result of academic ineptitude.

So much for the negative. While I have no magic elixir to cure what ails academic, I should like to suggest a few avenues that we might exploit more effectively.

First of all we need to break down the pattern of cost-price discrimination that today restricts opportunity for the part-time adult student. The American Council on Education report on financing higher adult education, which just came off the press this month, documents a pattern of "massive discrimination" against the part-time student and, on the other hand, substantial indications that the needs of the part-time student for low cost education can be as well documented as those of the full-time student, if not more so.

Second, while avoiding a headlong plunge into experimentation there is a need for a much more imaginative exploration of methodologies. Teaching within the fixed time frame of the quarter or the semester, for example, has little to commend it except economy and a bureaucratic orderliness. In particular as we attempt to reach more people from cultures which do not have our Anglo-Saxon obsession with time, more flexible time frames may be especially valuable. Such flexible time frames would also help us to rethink our present grading practices. In linking accomplishment to the fixed time frame instead of requiring a rational level of competence we provide a set of achievement categories called grades that tell very little about what the person

can do. To borrow from my navy experience, I would want a navigator that could get me from San Francisco to Funafuti and not simply one who could get me within 100 miles or 500 miles. And within certain limits whether it takes four months or seven months to reach that level of competence is far less important than the competence itself. What does a "C" or "D" tell us about performance?

Third, I read about the media revolution--the fourth revolution as the Carnegie Commission calls it. I am reminded of a comment that Sherlock Holmes made. When asked by Inspector Gregory if there were any point to which Holmes would wish to draw his attention, Holmes replied, "To the curious incident of the dog in the night-time," to which the Inspector replied, "The dog did nothing in the night-time."

"'That was the curious incident,' remarked Sherlock Holmes." The curious thing about the media revolution is how little revolving seems to have taken place. The gap between the teacher and the technician remains considerable and the alternative of learning from people who are professionally competent or from exposure to a display of audio-visual pyrotechnics still seems to be the choice. The wedding between media and matter still remains to be consummated, and hopefully some concentration of effort in this regard in the continuing education arm of the university would seem, as the Carnegie Commission has suggested, to be the quickest means to bring it about.

If we can listen at 250 words per minute and read at 500 words per minute, aren't we saying something about the inefficiency of the lecture method, which operates at about 125 words per minute? Furthermore, if we were to free the instructor from the bondage of the lecture, aren't there ways in which that time could be directed toward more meaningful interactions with students?

Fourth, the part-time adult student and the non-traditional student body in general are in need of greatly expanded and carefully adapted counseling services to bring them into a more effective relationship to the opportunities that are available and that need to be made available. In our minority programs at the University of Wisconsin, for example, we have found that paraprofessionals drawn from the minority community and trained specifically for the purpose have been quite successful in bridging the gap between the local ethnic community and the professional resources available on the campus. Also staff trained for this purpose in strategically located county extension offices have proved to be a valuable addition. The Continuum Center for Women at Oakland University appears to have performed a similarly valuable function for women, particularly women who stand at the critical new career threshold between child-rearing and middle age.

Fifth, we need to develop better incentives for getting faculty more involved in reaching the non-traditional student. The traditional incentive of overload payments has never been particularly effective. At best it has usually resulted in a faculty member's transposing a prepared script from one setting to another. The needs to experiment, to adapt, and to innovate are not satisfied by overload payments. There are, as those who have tried it well know, both extraordinary demands and extraordinary frustrations in attempting to work in non-traditional settings. For those who play the numbers game it is a road to complete frustration. Over time the cost of non-traditional programs can be brought to acceptable levels but the startup costs are high and must be faced. Faculty, who are after all human, are not going to flock to new standards in great numbers solely for the psychic reward, nor are they in the initial stages going to find it easy to adapt content and methods, to say nothing of criteria and objectives, to a very different set of circumstances.

Finally, special efforts must be made to build in social reinforcement for the non-traditional student. To a degree the traditional student studying on campus has social reinforcement built in. The student who is learning by independent study methods or the student who is setting a precedent in a particular cultural setting suffers from a sense of isolation that only the most inner

directed can cope with effectively. Non-traditional study methods need not be exercises in intrinsic motivation. Modern transportation and communication technology, simple group study techniques, and the increased use of paraprofessionals and volunteers can do much to provide the needed reinforcement.

I have tried not to paint a picture of the university as all things to all men. I think of Jacques Barzun's mournful lament in **The American University**, in which he likens the modern university to the medieval guild. He says:

> The nearest equivalent to what the university is becoming is the medieval guild, which undertook to do everything for the town. The motive of the university is not overweening self-confidence. It is that Alma Mater, like many women, can resist her own feelings better than she can resist the feelings she inspires in others. And the motive of the community in making its requests . . . is not so much an expression of natural greed as a pathetic desire for light and love. The only thing that the guild used to provide and we do not is masses for the dead, and if we do not it is because we are not asked.

I think he misses the point; it is not the function of the university to provide masses for the dead. I might also point out that it is not a function of the university to provide spectacles for the multitude, which we do almost routinely. The extension and public service role of the university is something quite different. It is an effort to seek maximum utilization of a unique societal resource. It is an effort to move from a monastic image of the university as a community of postulants who have forsworn the world and its works to a university that sits in the mainstream of society. Our universities must become the source of information and instruction not just for that 3 or 4 percent who happen to reside for a brief period of time on the campuses but for that far larger segment of our population which have need of and the right to enjoy the resources of the university throughout their entire adult life spans.

SESSION II—CLIENTELE PANEL SYMPOSIUM

STATE GOVERNMENT AS A CLIENT FOR PUBLIC SERVICE AND EXTENSION ACTIVITIES

Robert W. Scott
Former Governor of North Carolina

I think it is extremely healthy that this group of educational administrators is taking a hard look at just what higher education should be doing in the area of public service and extension activities. The campus unrest of the 1960s, among other things, forced higher education to re-examine the relevance of its on-campus offerings. The youth of that day were not satisfied with a status quo situation. The demand that classroom activities, in some way, be more closely tied to the real world outside the academic walls has also led to a rising demand that the universities become much more actively involved in the real world.

The land-grant universities have a long tradition for off-campus or extension programs. Yet, even these institutions are struggling with the problem of expanding and strengthening their involvement in a broader spectrum of social problems. Even though many institutions of higher education may have met with limited success in developing an effective public service and extension program, the serious loss of confidence in a wide range of American institutions calls for a dedicated pursuit of excellence in this area of the universities' mission.

Recent surveys have documented, without a doubt, the widespread disillusionment and loss of faith in the performance of our educational and governmental institutions. However, these surveys have uncovered something more than a simple concern with the level of performance. More and more people are showing signs of a general loss of trust, not only in our institutions but also in people generally. People are saying that they just "feel left out of things," that what they "think or do doesn't mean much anymore," and that "you have to be very careful in dealing with people."

This profound crisis of trust penetrates to the very depths of our sense of community. We are beginning to distrust each other not because of some mechanical failure of our institutions, but because of a shift in our sense of belonging or a shift in our feeling of a community of interests.

I am convinced that this crisis of trust will not be eliminated by the simple reformation of existing institutions. A more fundamental development will be required. We must recapture Thomas Jefferson's vision of a continual American Revolution where a greater mass of people will become caught up in the arrangements through which the transactions of life occur.

Where do we begin in regenerating this basis of trust? Some say the family. Others suggest that leisure pursuits and friendships are becoming more important. Still others point to the workplace as a critical starting point. A recent study of a large group of citizens in North Carolina attempted to assess that question. A battery of questions was asked concerning satisfaction with family, friends, work, and the political community.

In relating these feelings to symptoms of anxiety and stress and to psychosomatic symptoms, it was the political community that was most likely to affect people's basic levels of satisfaction with their lives. Here then lies the greatest opportunity to regenerate the foundation of trust and mutual esteem which is essential to the reemergence of the vital spirit of American life.

To understand this fully, we should remember that it has not been the failure of American institutions which has brought us to this point. Rather it has been their phenomenal and unprecedented success. At the bottom of this process is the unprecedented material productivity of the American economy. Thousands of years of experimentation with productive arrangements have culminated in a system which is viewed by nearly a generation of people who have never known it to fail. Fewer and fewer of us remember the depression problems of the 1930s. Although many in the United States continue to suffer privation, that is the result of our distributive mechanisms, not our productive capabilities.

The question arises as to what institutions in our society accept responsibility for weighing questions of equity in the distribution of material benefits. What institutions serve as channels through which people exchange nonmaterial values which have assumed new and greater meaning?

The answer to all these questions is **the political institutions.** Yet, many feel our political institutions are inadequate to their new task. We are faced with the task of recreating the foundation of trust which will undergird continual efforts to improve and strengthen our political mechanisms. It is here that the university community can and must step to the front and join hands in the search for a better spirit of community.

How do we reconstruct a community of trust in a society that is so greatly different from that envisioned by Jefferson? Where he expected farmers separated by considerable space, we must cope with urban dwellers jammed together in limited space. Where he imagined an agrarian social and economic equality known to all we are confronted with a social structure expected by virtually all but not clearly identifiable by many. In the face of teeming human relationships stripped of clear occupational and marketplace meanings they once had, we must create new opportunities for the reconstruction of a common trust in society.

A first step in the process must be a rather significant expansion of opportunities for citizen involvement in governmental affairs. People have shown an increased desire to become involved, to become active. Yet, to become an effective force in discussing alternative goals or policies, a citizen must bring an enlightened and open mind to the task. Involvement without sound information will not achieve the desired results.

The United States is unquestionably the most information-rich society in the history of mankind. The average individual is bombarded with an overwhelming array of information. In fact, the flow of information is so overwhelming that the central problem becomes one of screening rather than searching. This problem is common not only to individual citizens but also to governmental officials—both legislative and executive. A really effective selection procedure is not available.

The university community can play a significant role in analyzing and organizing information for more effective use by both individuals and governmental officials. Help can be provided in two areas. First, the university has a storehouse of capabilities that can be extremely useful in helping government deal with short-run problems. Second, the university community has the inclination and ability to take the longer view of things.

Generally, governmental units are not able to afford the full range of technical personnel necessary to develop new procedures for dealing with day-to-day problems. There have been numerous succesful programs where universities have provided this kind of technical backup. Institutes of government have provided legal assistance to local and state governments, including state legislatures. Other university institutes have provided similar technical assistance in areas of transportation, waste management, and other problems.

The time has arrived for the university community to develop more effective mechanisms for broader participation by the entire academic community.

The current campus structure has resulted in segmentation of efforts into rather narrow specialty areas. The ability of state and local government to tap these specialties has been on a more or less ad hoc basis, with an individual on campus developing a working relationship with some individual in a government agency or some individual legislator. The problems facing society today demand a more comprehensive response by the universities. A mechanism is needed to integrate and synthesize the capabilities of the academic community.

In addition to assistance in dealing with short-run problems, the university can play an even more important role in helping state and local government take the long view. Historically, government has found it almost impossible to look beyond a single budget cycle. Too little attention has been given to long-run trends.

During my term as Governor of North Carolina, I placed special emphasis on establishing a process for setting long-range goals and developing policies to achieve those goals. The General Assembly, at my request, created and gave statutory authority to a Council on State Goals and Policies. This Council has a mandate to seek broad citizen involvement in its deliberations. Staff support for this important Council comes primarily from the State Planning Office.

Even with the best intentions, I fear that most state planning programs just absolutely are not able to break out of the bind of short-run vision. The university community is uniquely suited to the task of developing the information and analyses to support a debate about our long-run options. If the academic community is to respond meaningfully to this need, then some new coordinating mechanism is even more critical than would be necessary for responding to short-run problems.

Extension programs, supported by on-campus research programs, were highly successful in developing and distributing information which drastically improved the farmers' knowledge of the economic and technical forces that were impinging on his operation. This knowledge and understanding resulted in a much more effective decision-making process.

We have the challenge to do the same for the urban citizen and for governmental leaders. If our citizens gain a better understanding of how our public institutions function, what economic, social, or political forces are impinging on public decisions, then these same citizens will be better prepared to become involved in the total process. This enlightened involvement will go far in developing the sense of common trust and spirit of community that is so lacking today.

I am keenly aware that it will be difficult for many institutions of higher education to make the necessary changes in commitment and organizational structure. Yet, society will continually hold us accountable if public support is to continue at levels necessary to sustain public institutions of higher education.

Perhaps it will be impossible to develop more workable arrangements between governmental units and institutions of higher education. Based on my attempts to get state government to take a longer view of things and on the apparent administrative problems of getting highly specialized university departments to become more involved in the practical problems of society, I feel that a new approach may be essential.

I am proposing that state governments experiment with a partially independent institute of public policy analysis and development to provide an integrated and comprehensive view of the options open to government and to individuals. This institute should sit sort of halfway between state and local government and the university. Both government and the university would make a strong commitment to provide personnel to work on special task force assignments.

In this way we might create a common meeting ground for the government and academic community to take a new view of our problems and potentials. The information and analyses flowing from such an institute would upgrade the ability of both the legislative and executive branches as well as the individual citizen. By

following such a procedure the overwhelming flow of information that we now have could be structured and channeled in a much more meaningful way.

The times in which we live should cause us to realize that we must redouble our search for ways to create a society in which personal life takes on real meaning and where renewed confidence and trust abound once again. The university cannot afford to remain behind the ivory walls during this crucial search.

BUSINESS AND INDUSTRY AS CLIENTS OF PUBLIC SERVICE AND EXTENSION PROGRAMS

Fred H. Ramseur, Jr.
President, Cities Service Oil Company

It is a privilege to be participating on this panel at your important national conference, particularly before a gathering of such distinguished leaders from institutions of higher learning. The basic purpose of my remarks will be to outline the ways which I believe colleges and universities can help meet the requirements of business and industry. I hope to go beyond the scope of services that your institutions have traditionally offered through academic, public service, and extension programs. The close relationship between business and higher educational institutions must continue if we are to develop educational programs that are attuned to the changing demands of our highly technological society. Business has an obvious self-interest in assisting universities in improving the quality of education to meet society's new demands.

Examining the role of business and industry in society will help us determine the ways in which higher education can best serve them. There are many types of business enterprises, but all of them must provide products or services for which people are willing to pay. Going beyond this basic function, business is now accepting new social responsibilities. These responsibilities include the necessity to operate in a manner that is compatible with the environmental goals. Business is also helping foster changes in society by providing better wages and working conditions, instituting fair employment policies, and contributing to organizations, institutions and causes of many kinds. Businesses also help pay for governmental services through their tax obligations. All of these contributions by business and industry have one ingredient in common: they depend upon the economic success of the enterprise. Unless a business is financially successful it will soon fail in all of its activities.

Depending upon their fields of specialty, businesses have varying objectives. Yet--large or small--they will have many similarities to the aims of my company. Our overall objective is to plan and conduct the firm's many operations in a way that will meet both the shorter- and longer-term needs and desires of our stakeholders. By stakeholders I am referring to a variety of individuals--shareholders, creditors, employees, customers, suppliers, governments, and members of the general public who do not fit into these categories. Other businesses may be simpler or more complex, but without earnings their structures ultimately would tumble like a house built of playing cards.

The business community cannot succeed--financially or as a social catalyst--without contributions from the academic world. Our requirements from educational institutions fall into two primary categories. First of all, we need trained people to bring into our businesses. We then need to update their skills and further develop their abilities. Secondly, business must call upon the expertise and broad knowledge that can be found in institutions of higher learning. I will elaborate briefly on these two needs of business--people and expertise.

The business world needs graduates trained in an infinite variety of skills and fields to perform the

host of necessary jobs that exist in our highly sophisticated society. I am referring to graduates of all kinds--from high schools, junior colleges, and trade schools, as well as those with degrees from institutions of higher learning. Whatever their level, these graduates need training that will help them perform duties within a business enterprise. Something else very important is also demanded; they need training that will help them understand the workings of our economic and political systems.

As we have seen in the past few years, both business and government have been under severe attack. The colleges and universities have been a center of much of this feeling. Some of it has been merely verbal, but in some instances the culmination has been physical violence directed against business and governmental facilities, and even the educational institutions themsleves. These attacks against the basic components of our society are, in part, the natural result of people's reacting to the pressures of national and worldwide issues. Yet, I maintain that some of the rebellion in our society can be attributed to a faulty understanding of our economic and political institutions. To say that millions of our citizens are economically naive is an understatement; in many instances they are economically illiterate. Their grasp of political processes may be almost as shallow.

This deficiency cannot be placed on the shoulders of academic institutions alone. We all share in the blame. Nevertheless, if our society is to make continued progress, steps must be taken to remedy this situation. So long as people fail to understand our basic economic and political principles, they will be misled by those who advocate simplistic solutions to very difficult problems, solutions which are not compatible with the private enterprise system and democratic institutions that built this nation. I am not calling for a nation of status-quo thinkers, but rather one of people who--because of their understanding of our system--are capable of working for meaningful improvement within it.

Fostering a better understanding of our economic and political system will require steps at all levels of education, beginning in the lower grades and continuing into institutions of higher learning. Colleges no longer assume that freshmen students will have a workable command of the English language or mathematics, and their skepticism should be widened to economics and political science.

Business also has an educational role to play in helping the general public, and young people in particular, acquire a better understanding of economics and the profit motive. While businesses should expect improved basic education to resolve this problem, they must recognize that their own employees may need additional training in these areas. Again, an understanding of economic and political institutions is essential for those working in the business world. In earlier years people could see firsthand how they were contributing to the overall success of their employers, but that is no longer true in our complex society. Employees must still recognize, however, that increased wages and benefits can spring only from profits and increased productivity, not from a limitless pot of gold in the corporate treasury.

Concluding this point, business definitely looks to you to help foster a better knowledge of our economic and political institutions. This can help us substantially and will also accrue to the benefit of colleges and universities--for they only prosper in a healthy economic climate.

While the type of basic education I have been discussing is a must, business looks more specifically to your institutions to provide the learning experiences that men and women need if they are to participate effectively in the world of business and industry. I am not at all reluctant to speak up in behalf of higher education that is job and profession oriented, although that view is perhaps unpopular in some circles. After all, the most important contribution that most of us can make to society is through our occupational roles . . . whether we be craftsmen, clerks, or executives. Institutions of higher learning do not degrade themselves by giving high priority to courses that will be of direct value to graduates as they step into business. Businesses are looking for new employees who can become productive in a

relatively short length of time, although they do recognize that some on-the-job training will always be necessary.

The type of education I am suggesting will not limit colleges or universities, nor will it squeeze them into a mold. The opposite will likely be true. Every discipline is in the midst of change, whether it is engineering, finance, management, or what have you. It will be a significant challenge to your institutions if they are to keep pace with the changing needs in these and countless other occupational fields. This challenge can best be met through close communications with business.

I believe that professors from universities and colleges will benefit increasingly from participation in programs that enable them to work for short periods of time in the business world. It is one of my convictions that helping establish such programs is one of the most important single contributions that business firms can make. In recent years, there has been an increasing tendency for young faculty members to go directly into teaching from graduate school, without a detour through industry for seasoning and experience. As a result, many of these individuals have never had the opportunity to apply their knowledge and understanding in a company atmosphere. Working together, businesses and universities will be able to establish flexible workable plans such as the "week-a-month" program used by Oklahoma State University.

It also will be valuable if experts from the business world can be utilized to a greater degree in the instructional process at colleges and universities. Students can benefit from the insights of business and industrial leaders and businessmen will profit from their exposure to young people.

The education provided to people before they step into business and governmental positions is only the beginning. Every individual, no matter what his or her occupational specialty, will require additional future training on a regular basis. Colleges and universities can perform a major service by creatively expanding their continuing education and extension programs far beyond present levels.

Businesses, large and small, have long derived substantial benefits from the seminars, short courses, and management training programs offered by your institutions. In many instances these programs have been developed through close coordination with the businesses and agencies that enroll their people in them. Many firms actively encourage employees at all levels to take relevant additional courses, with the companies paying a major share of the costs. This trend should accelerate in the years ahead.

An important new element has entered into American life that I believe will affect business and influence educational institutions. I am referring to the phenomena of zero population growth. While an end to population growth in the U. S. may bring with it benefits, it also poses problems. Colleges and universities will obviously have to rely less on young people if they are to maintain physical plants and faculties that were built to handle peak undergraduate student bodies. Businesses will find themselves in a position where they will be unable to expand their operations without looking beyond young employees--who will be in shorter supply--and turning to older men and women.

This will create a need for training of two types. First, it will be necessary to update the job skills of older people who are to be brought back into the work force and also assist those approaching retirement age who will be offered the chance to continue their careers. Second--and this is a particularly challenging prospect--we will be involved in re-training older men and women to assume new jobs. A person who has been an accountant may find himself needed in programming, technical drafting, or personnel administration. Some people are reluctant to change, but hundreds of thousands of individuals will welcome the opportunity to shift into new careers, thus bringing added zest to their senior years. This concept will demand creative approaches and policies on the part of both businesses and educational institutions.

Many types of continuing education and extension courses will be needed. Hopefully, there will be greater use of educational television, video cassettes, and other technological advances that

reach out to people without requiring them to journey to the campus. The possibilities seem infinite. Suppose, for example, that a college has a particularly able professor of humanities or history. Video cassettes could be sold or rented that would enable individuals to expand their knowledge broadly and also generate income for the college.

So far, I have been discussing the training needs of business. As mentioned earlier, we also look to you for research and imaginative thinking. Business has only begun to tap the potential of the professors and instructors who are on your faculties. I hope we will be more resourceful in utilizing that brainpower in the future. Colleges and universities should be more aggressive in merchandising their services to business.

There is one area in which your institutions can be of tremendous value to the nation: as impartial counselors standing between business and government. There are many issues on which they have divergent views, and while business and government both communicate their opinions widely citizens are often confused by the rhetoric. The energy dilemma, for example, has seen wild accusations by politicians on one hand and the partisan--although I hope more reasonable--pronouncements by industry. Your institutions could serve the general interest by compiling objective reports on these and other subjects, and I believe your credibility would be high. An impartial viewpoint is necessary if the public's interest is to be effectively upheld, for even the best intentioned government officials and businessmen speak from polarized vantage points.

I wish that an objective look had been taken years ago at the Supreme Court decision that empowered the Federal Power Commission to regulate the wellhead prices of natural gas. The government, looking at the natural gas situation from a short-range viewpoint, chose to regulate these prices as if they were part of the public utility structure. This discounted the problems of seeking out and developing new reserves. By keeping prices at low levels, a tremendous demand was created for this clean-burning fuel, in many instances diverting it to uses that are now perceived as wasteful. This governmental policy not only hurt the petroleum industry but other energy producers, such as coal companies who saw demand for their product fall off. In the long term, the public interest was damaged by the regulation of natural gas prices, but there was very little objective analysis of the issue. Had there been, the energy outlook might be brighter today.

Educational institutions will have many future opportunities to be of service as counselors. I believe that you will find the business community increasingly willing to provide funds for impartial studies of vital issues. The importance of colleges and universities in providing objective thinking should not be minimized.

To conclude, I would like to return briefly to the comments I made concerning the necessity of financial success if a business is to serve and survive. This also applies to your institutions. Academic standards must not be diluted, but colleges and universities, nevertheless, must increase the efficiency of their operations. Just as business must be willing to examine its policies, so must your schools. This may mean putting the microscope on traditional policies . . . such as tenure, the growing tendency to add frill courses of questionable value, and the Ph.D. syndrome that compels virtually every faculty member to have a doctorate. These are matters you must resolve yourselves, but I urge you to be thorough in your self-examination. The use of visiting committees of business leaders, giving them an opportunity to learn of your problems and contribute their thinking, has been beneficial to the universities and business leaders and should be expanded.

The business system looks forward to working with you in the decades ahead. In the balance is the survival of our respective institutions and the future success and development of the nation within a framework of private enterprise and freedom.

LOCAL GOVERNMENT AS A CLIENT OF PUBLIC SERVICE AND EXTENSION ACTIVITIES

Edwin G. Michaelian*
Director, Institute for Sub/Urban Governance
Pace University

As a practitioner in the vineyard of sub/urban governance, (six years a councilman, eight years Mayor of the City of White Plains, and thereafter sixteen years as County Executive, the chief executive and administrative officer of Westchester County), I am pleased to participate in this very significant conference. May I identify Westchester, a county of 452 square miles, immediately north of New York City, lying between the Hudson River and Long Island Sound, with a population of 925,000. Its total gross budget for 1974 is 350 million dollars, of which nearly 50 percent, or 175 million dollars, is budgeted for the Department of Social Services (public assistance accounts, etc.). Approximately 58,000, slightly more than 6 percent of the population, receive some form of public assistance, including Medicaid, despite the fact that Westchester has the highest per capita income of any county in New York State and has ranked nationally from first to seventh during the past fifteen years in expendable family income. There are a dozen accredited, privately endowed colleges in Westchester, each offering liberal arts and science degrees on a four-year basis, plus a state university with a capacity of 5,000 students and a community college of nearly 3,200 full-time equivalent day students and 4,000 in night classes.

Among the private institutions in Westchester is Pace University, which founded its Westchester campus in 1962 and now occupies 180 acres with a student body of 2,500. I became affiliated with Pace, officially, on April 1, 1974. My commitment to co-found, direct, and lecture in the new institute on problems of sub/urban governance was made a year prior to that, while I was County Executive. Currently, I am a trustee of Pace University, the New York Medical College which, like Pace, has campuses both in New York City and at the Westchester Medical Center, and the College of White Plains. As County Executive, I appointed the majority of the trustees of the Westchester Community College, was responsible for the supervision of its operations, other than in curriculum and teaching, working in cooperation with the trustees and the college administration to determine policy, such as open enrollment or the full opportunity program, responsiveness to the wants and desires of the citizenry in higher educational needs, accreditation, budgetary matters, capital construction, physical plant maintenance, etc. In addition, I organized a citizen effort to establish a branch of the State University of New York in Westchester, which will be a university center offering graduate and undergraduate degrees, stressing the performing arts for those who wish to major in that field. I have, therefore, been on both sides of today's subject, as a practitioner as well as in assuring public service and extension of institutions of higher education in my county, which is an integral part of the New York metropolitan area.

---

* Dr. Michaelian is the former County Executive, Westchester County, New York.

While many students at the Westchester colleges occupy dormitories and student quarters, the majority are "commuters." On the other hand, most students domiciled in Westchester and attending institutions of higher learning matriculate at universities and colleges outside our county. This had been the case for over a century: thus, the reason for the founding, growth and expansion of Westchester Community College, the establishment of a state university branch, the creation of its Westchester campus by Pace University as well as that of the New York Medical College, to meet the demand for educational opportunities, particularly during the fifties and sixties due to the post World War II "baby boom" and educational deferments from the draft. These reflect challenges to public service and extension: a responsibility to which universities and colleges, be they public or private, must be responsive.

Westchester County contains the home offices of many "blue chip" corporate entities such as IBM and General Foods, as well as regional or branch offices of many other nationally well known business enterprises, some of which are dedicated to research and development projects. Most of these companies settled in Westchester following World War II. As a result, employment opportunities within the county multiplied to the extent that, whereas in 1930 70 percent of our labor force commuted to jobs outside of the county, by 1970, 70 percent were employed within the county, with in-commuters almost equaling those commuting out of our county for the same purpose. This development took place for a variety of reasons, not the least of which was the expansion of our colleges and universities to educate potential students who, upon graduating, entered into Westchester's attractive personnel resources pool from which corporations and business could recruit. This required local colleges and universities to gear their curriculum to supply trained college graduates in marketing, accounting, engineering, and various technologies, graduate nursing, public health, etc. In other words, one of the principal public service functions of any college or university is to train, teach, and graduate men and women in fields of job opportunities that exist and for which persons so trained are in demand. This necessitates constant vigilance not only regarding the economic development and viability of the area itself within which educational institutions operate but also to update, revise, and remain flexible on a continuing basis with respect to curricula offered students.

There is yet another side to this coin. Universities and colleges must provide continuing educational opportunities in the undergraduate and post-graduate fields for those who seek to improve themselves, remain current with respect to developments in technology and keep abreast of new developments. "Continuing education" in today's world is the name of the game. Our technology in science, in all disciplines, continues to advance rapidly. As jobs become obsolete, manpower retraining is essential. Fields of endeavor, due to sociological and economic changes, frequently become subject to over-supply, over-demand or vice versa. Therefore, there is an on-going need for extension to retrain.

Our approaching zero population growth, due to family planning, the pill, etc., produced a decline of potential primary and secondary school students. With the demand for teachers abating after the tremendous increase in supply to meet earlier demands, many who seek teaching positions now cannot obtain them, at least in the areas that they desire. Retraining for another occupation becomes essential, and, again, it is the obligation of the university or college to provide such facilities. Social work is in a similar category. The demand for engineering services has once again expanded, and engineers are in relatively short supply as an entirely new broad field opened up following our concern for the environment and ecology. Public health, closely allied to the environment, is likewise due for expansion, and only institutions of higher education can fill the void thus existing.

The desire on the part of corporate entities and business enterprises to offer their employees an opportunity to enhance their education, either off-duty or on company time, is likewise beneficial to the community, the individual, and the employer. Opportunity for employees to attend night school to obtain their degree, graduate or otherwise, and opportunity for the employee's family to seek a college education within a

reasonable distance from home make for a happier family, a more productive employee, and better economy within the area concerned. Innovative in-service programs should be developed with corporate participation to stimulate employees to obtain graduate degrees.

Perhaps the most important responsibility of an elected official is the human quotient rating within the community that he serves. To me this means "people concern." It reflects concern with job and educational opportunities, with the economic viability, the interplay of government, business, and education to share the benefits of living in a community that has a good climate environmentally, employment-wise, culturally, human-relations-wise, so that it will attain and retain financial stability and good living. To achieve this goal and these objectives, institutions of higher learning have a major cooperative role to play. They must train their graduates so that when "Career Day"--a most important experience on any campus--arrives, recruiters from business and industry will be able to place the graduates. There is a broad field, particularly for the woman whose family is grown, who wishes to complete her education, obtain a degree, or acquire greater skills to seek a second career. This has been accomplished successfully in the metropolitan New York area. Jobs going begging were filled by "second careerists" in the paramedical field, social services, clerical, accounting, and other areas.

In short, a college or university must be community oriented. It should be part of, not apart from the community--participating in community affairs and opening its doors for community use. Its facilities should be available, when not in conflict with its own scheduled events, for public use. It must be alert to meet changing conditions, to meet educational needs or shortages in skills existing--in paramedics, for example, or even more recently, in law. Incidentally, to satisfy the growing demand of law school aspirants, Pace University pledged five million dollars of its resources, and was chartered by the State Board of Regents to establish a law school on its Westchester campus scheduled to open in September of 1975, the first of the new law schools to be established in many decades and the only one located between New York City and Albany, some 150 miles away.

Our Institute of Sub/Urban Governance is also an example of innovation, a new unit within a university, offering a tremendous opportunity to serve governments' educational needs and the public in a variety of ways, stimulating citizen participation in governmental and education activities, to promote greater efficiency and more economical services by government through education. Careerists in government will have an opportunity to prepare themselves for advancement and better service, all of which contributes to better living and greater economic viability of an area.

Perhaps I should conclude on a highly personal reference. During my tenure as County Executive, the Westchester Community College, originally housed in a Junior High School with its 400 students, acquired and moved to a new 218 acre campus, constructed on a matching fund basis by the county and state. Following this, application was made to the Middle States Association for accreditation to supplement accreditation granted by the state when the college was founded. After a lengthy investigation, accreditation was denied by the Middle States team, and it subsequently developed that this was due largely to the fact that, in phasing the building of the new community college campus, No. 3 priority was given to the gymnasium rather than to a new library, which was placed in priority No. 5. I pointed out--to no avail--that the state university had the last word on priorities and that this was the wish and desire of the state. A few years elapsed and the community college administration decided to try again. It did, but in the midst of the study and investigation, a labor dispute erupted between some of the faculty who sought to organize under the new state law and the college administration. As a result, there was hesitancy on the part of Middle States Association. Into the breech thus caused one private college president jumped, sought the support of his colleagues, who joined him eagerly to intercede on behalf of the community college, despite the fact that the community college was a competitor for their students, offering a much lower tuition rate.

Nevertheless, through the cooperative action of the other colleges in Westchester, consideration necessary for the accreditation was accomplished. This exemplifies public service. While prior to such accreditation Westchester Community College students could transfer with full credit to other state institutions and certain other colleges and universities, Middle States Association accreditation meant universal acceptance of credits from students who qualified. This is indeed a prime example of public service, deeply appreciated by all concerned including especially students and their families.

GENERAL DISCUSSION

(Summary)

Following the presentations of Governor Scott, Mr. Ramseur, and Mr. Michaelian, the following major points were made in general discussion by the conference:

1. The public service and continuing education program of universities and colleges must not neglect business and the professions.

2. Population growth is declining in the United States but is expanding in many countries. Universities located in the United States must be sensitive to the needs of other countries with different population demographics as well as to the needs of multi-national cooperatives which are doing business in many countries where population is still expanding rapidly. It is possible that new training opportunities will open up in those parts of the world which are now, and are likely to continue, experiencing expanded population growth. Opportunities for training include language, scientific and technical skills, and administration, among many other areas.

3. As the population traditionally served by higher education declines, universities and colleges will continue to be challenged to develop programs which serve segments of the population not previously served. This will create several problems, including the retraining of individuals currently serving traditional student populations. The institution of higher education must change with the changing demands which are placed upon it. Many problems of society, including unemployment, poverty, manpower training, and many of the other intractable social problems should be undertaken as a responsibility of institutions of higher education.

4. Institutions of higher education need to have continuing ongoing mechanisms that will provide for continuous input by the university community to the long-term problems of society. This mechanism should focus upon all levels of government, since government is the operating agency that must deal with the consteliation of societal problems. This mechanism should provide ongoing study and evaluation of the options available to governmental decision makers with respect to these problems. There are, however, presently barriers which would impede the proper functioning of such a mechanism. People in government are often reluctant to approach those in the academic community. Decision makers sometimes fail to comprehend the cost of programs which would provide output that would be directly useful to them. They usually calculate that institutions of higher education already have vast resources and that services should be made available out of the resources already allocated.

It is possible, however, that institutes or schools of public affairs oriented towards state and local governmental decision makers could demonstrate directly enough the results of their services to obtain the necessary funding to provide the services. Likewise, many of those associated with institutions of higher education face problems in providing services beneficial to governmental decision-makers. Some are reluctant to tarnish their "objectivity" by dealing with practical problems.

Structurally, most research-oriented departments within institutions of higher education do not reward, through salary increases and promotions, those who choose to engage in activities likely to be of benefit to governmental decision makers. Schools of public affairs, which are rapidly being established, may provide a system of rewards that encourages faculty members and others associated with universities to engage in the kind of public policy research that would be beneficial to governmental decision makers.

SESSION III—NEW DEVELOPMENTS

THE THIRD ERA OF AMERICAN HIGHER EDUCATION

Cyril O. Houle
Professor of Education, University of Chicago

I

The basic assumption underlying this conference is that public service and extension will become much more important functions of universities in the future than in the past. None of us would be here if we did not share this belief. It would be a fatal error, however, for any president or chancellor to take it for granted that the basic institution he administers will continue in much the same fashion as before while these particular functions are being strengthened. Our American universities and colleges will change fundamentally in the next quarter-century. One of the chief reasons why they will do so is because the adult community will be related to post-secondary institutions in different ways.

In 1867, Ralph Waldo Emerson noted in his journal, with something less than his usual elegant syntax, that "the treatises that are written on university reform may be acute or not, but their chief value to the observer is the showing that a cleavage is occurring in the hitherto firm granite of the past, and a new era is nearly arrived."[1] He was exactly correct. The first era of American higher education was soon to end, and the beginnings of the second era had already occurred. By the start of the twentieth century, that second era would itself be firmly established and begin to assume its own granitic structure.

If Emerson had been alive in 1967, he could have repeated his comment. New cleavages were indicating that a third era was at hand. In the years since 1967, we have become ever more aware of profound changes that seem likely to alter the shape and ways of work of the university. We need to understand the nature of the first two eras before we can grasp how public service and extension will give a special scope and definition to the third era. To deal with the present and plan for the future, we must first glance backward to see from whence we have come.

II

The so-called "universities" of which Emerson spoke were not universities at all. Such institutions were well known in the Western Hemisphere, but the United States did not yet have one. Spain had exported eight universities to Latin America before Harvard was founded, but it differed from them in two crucial respects. Harvard was an importation of the Puritans, not an exportation by a ruling European government. More important, it was a college. At Emmanuel College at Cambridge, the Puritans had clustered together as a community, tolerating and being tolerated by the University but venturing out into its dangerous atmosphere only when necessary and then hurrying back to their own enclave of religious

---

[1] **Journals of Ralph Waldo Emerson**, Volume X, Boston: Houghton Mifflin Company, 1914, p. 197.

beliefs. When they founded the Massachusetts Bay Colony, what they wanted was a rigorous, highly disciplined, and theologically dogmatic training of the mind and character. A small number of young men, they thought, should move through a set curriculum, all at the same pace and all full-time, laying the basis for later careers as teachers, preachers, doctors, or landowners in the new colony. Specialized training was either self-taught or gained by apprenticeship. With minor variations and despite strenuous efforts to change this pattern, it was to last for two hundred and fifty years, a quarter of a millenium.

This first era had a gradual start. The second college in the United States was not founded until 57 years after the first, and by 1770, there were only 9. Then came a sudden rush of growth. Between the end of the Revolution and 1860, 950 institutions were created. By that latter year, however, 700 had died and only 250 remained. They all had a striking uniformity of substance and procedure. Despite the grandiose plans for change of Jefferson and other innovators as well as the attacks of the Jacksonian democrats, the dominant pattern of instruction remained. The public colleges resembled the private ones. In 1851–52, Princeton had 13 faculty members and the University of Michigan had 17. (By 1973, Princeton had 1,052 faculty members and Michigan had 4,904.) The very strength of conception of the colleges of the first era has caused some of the old ones to survive, and some new ones are being created to this very day. Believers in their inherent virtues can still be found among some faculty members––and some presidents.

A surprisingly complex series of events, some of them the result of long-sustained efforts, marked the beginning of the second era. In 1855, the first state agricultural college was founded in Michigan. Lincoln and Wilberforce (both intended for Negro students) were opened in 1856. The Elmira Women's College awarded its first degrees in 1859. In 1862 came the Morrill Act and in 1868 the opening of Cornell, whose donor said, "I would found an institution where any person can find instruction in any study." In 1872, Eliot launched the first successful attack on the lockstep curriculum by introducing the elective system at Harvard. Four years later, Johns Hopkins was founded as the first American university on the German model and established a medical school which was later to become an important instrument in the introduction of the professional school into American higher education, thus re-establishing in the New World the chief function which had caused the university to be created seven hundred years before. The idea of university extension (which had been officially adopted by Cambridge University in England in 1873, was soon brought to the United States and started its first great period of success. As these events occurred, the curriculum flowered, its range constantly broadening as fields of learning multiplied and areas of study deepened.

The rapid growth of these new types of institutions, students, and subject-matter made necessary the creation of marvelously intricate patterns of higher education never before needed or known. Among the apparatus invented in the last quarter of the nineteenth century and firmly established in the first quarter of the twentieth were the course, the department, the chairmanship of a field of study, and the deanship. The semester, the quarter, and the trimester appeared. The idea of credit was a master stroke in academic bookkeeping and was elaborated to include resident credit, non-resident credit, extension credit, credit-free courses, various grading systems, and grade points, the latter being designed to add a measure of quality to what might otherwise seem to be chair-warming. In establishing the overall design of the degree, subtle distinctions were made between majors, minors, free electives, lower divisional, upper divisional, and graduate study, as well as other patterns of concentration and distribution. A long list of other procedures was invented or borrowed in order to accommodate size, diversity, breadth, and depth, while still retaining a tradition of excellence.

Some people may be astonished at the newness of this apparatus. The so-called "ancient traditions" by which academics regulate their lives and often determine what they call "quality" are not very old, and, outside the United States, are not very widespread. These categories and distinctions do not define the excellence of a university. They are merely useful devices to regulate a system as large

as ours, which now has 2,750 institutions enrolling more than 9,000,000 students taught by more than 600,000 faculty members and costing more than 32 billion dollars a year. The process of invention required to control this mammoth growth has continued. As late as 1930, Abraham Flexner noted that the University of Chicago had "created the office of vice-president, thereby greatly relieving the president of administrative duties."[1] What a success that innovation has turned out to be. Just think of the universities which now have presidents, chancellors, provosts, and platoons of subordinates whose titles are prefixed with the words "deputy," "associate," "assistant," "assistant-to-the," or "vice," all of them making up the splendidly intricate super-structure of the modern university system.

III

Despite the capacity of that system to grow and to develop a managerial structure large enough to control its growth, thoughtful academic people began to realize in the mid-1960s that there was a need for changes more profound than any which had occurred in the past. The so-called student revolts--many of them really led by dissident faculty members--made obvious the need for rethinking many patterns of undergraduate and graduate study. The speed with which aspects of the old system were abandoned also indicated that much of it was held together by unexamined dogma. For example, in 1967–68, 1,517 institutions operated on the traditional semester schedule; five years later the number had dropped to 637. Meanwhile the early semester system had risen from use in only 205 institutions to use in 860 and is now the prevailing mode of organizing the academic year. Dormitory rules had been made more lenient or had been abandoned, students were involved in all levels of decision-making, and rules of student conduct and behavior were drastically changed. People with special personal characteristics or unusual predilections began to form groups and demand privileges. The readiness with which some faculties and administrators acceded indicated that while the academic system might look like granite it was actually made of some much more pliable substance.

All such changes, drastic though they were, served only as a prologue for what was to come. Since 1970, we have witnessed the breaking-down of the barrier between non-profit and proprietary institutions, the challenges of faculty unionism, the growing sense that all accreditation is based on indefensible dogma, the distinction between higher education and post-secondary education (a term much celebrated in Washington but little understood elsewhere), major shifts in external governance, over-production of graduates in some fields of study and shortages in others, and profound changes in the value systems of students. A widespread leveling-off or decline in enrollment has occurred, leaving many institutions (including some very distinguished ones) to face one or more of several fates: death, amputation, shrinkage, or the abandonment of the belief that they could maintain excellence in all departments of instruction. Some colleges and universities have come very near to the end of their rope--and it has not taken them long to get there. Meanwhile society casts an ever sharper look at higher education. Some legislators and state boards want to impose minimum teaching loads, abandon departments, and eliminate academic tenure. Other legislators have given up on the universities entirely and want to create new systems of education to serve society's needs. Every issue of the **Chronicle of Higher Education** brings a fresh batch of upsetting news and the reports of boards, commissions, and councils which deplore, warn, scold, threaten, advise, and recommend Utopian solutions. Somehow institutions of higher learning have lost that special place of privilege and honor they once held. One thinks of the sign in front of a dilapidated church in Venice which reads "Beware of falling angels."

---

[1] Abraham Flexner, **Universities.** New York: Oxford University Press, 1930. p. 185.

IV

The most positive way to consider these difficulties is to interpret them as meaning that a new third era has nearly arrived. We still live very centrally in the second era, but this conference, like so many others that have been held since 1970, indicates that a new period in the history of higher education is about to begin. We can no more predict its nature than someone living a hundred years ago could have predicted the characteristics of the second era. All we can do is to extrapolate present trends and to expect that outlandish new inventions--such as the academic vice-presidency--will emerge and become commonplace.

Several master charts of the third era exist, the most widely known throughout the world being the so-called Edgar Faure report, actually entitled "Learning to Be." The former prime minister of France, who gives his name to the report, and six other educator-statesmen who are citizens of other countries were asked by UNESCO to design a world-wide pattern for education. They adopted twenty-one principles, the first of which is: "Every individual must be in a position to keep learning throughout his life. The idea of lifelong learning is the keystone of the learning society." The second principle is: "The dimensions of learning experience must be restored to education by redistributing teaching in space and time." Let us see how these two principles, and others of the twenty-one which I shall use without identifying them, might serve as guides for part of the university's work in its third American era.

To begin with, these principles challenge a deeply-held view of the American campus. It is said that an eighteenth century New England whaling captain once prophesied that when all the whale oil was gone, the entire world would be plunged into darkness. A somewhat comparable belief is held by all those people who think that when all high school graduates have a college education immediately available to them, post-secondary schooling will reach its point of saturation.

This idea was fostered by those scholars of higher education who have treated higher education not as a way of learning but as a way of life, a process of acculturation in which sheltered family-oriented youngsters can be inducted into the broader concerns of adulthood. Thus the campus becomes a compression chamber whose guardians eventually release into the "real" world students who have spent sufficient time in residence. The people who need this experience are chiefly between the ages of 17 and 25. It would be unseemly to allow young people to enter very much earlier. If allowed to stay much longer, they might become--horrid thought!--"perennial students" or "eternal adolescents," unable to face the real world outside. Thus, to use the felicitous term of Chancellor Ernest L. Boyer, the campuses became "youth ghettoes."

Meanwhile, educational services for adults, one of the oldest traditions of the second era, were, at all too many institutions, kept carefully out of sight. Men and women could attend at night or while the university was "not in session" or in a segregated building or in some remote location, or they could use a postman, a telephone, a radio or television set, or a county extension worker as their intermediary. At some universities, rules were set up to keep them off the campus as part-time students, lest they frighten or inconvenience young people or make it hard for planners to make firm predictions of future trend-lines.

You doubt this? Then let me tell you that on April 20 of this year, the Board of Trustees of Princeton University voted to allow 50 to 100 "older students" to attend undergraduate or graduate courses if there were room for them and if they promised not to register too often, stay too long, or seek a degree. This proposal was regarded as outrageous by an organization known as Concerned Alumni of Princeton, which has already pointed out the callousness of the president, the radicalism of the faculty, the inexcusable admission of women students, and other gross mistakes. In its sumptuous journal, **Prospect**, CAP published an editorial entitled "The Dangers of Adult Education." This perilous new idea is said to

have "unsavory" aspects unless the adult students are decently hidden by the advent of nightfall, though the editor realizes that to all right-thinking people the very idea of "night school" is inherently "unedifying." As it happens, Concerned Alumni of Princeton has an advisory board of forty men whose date of graduation is proudly placed after their names. Assuming that they all secured their baccalaureates at the age of 22, as right-thinking, clean-living, non-stopping-out Princetonians would, their average age is 57, their range in age is from 24 to 78, and 38 of the 40 are above the age of twenty-five, which the Bureau of the Census defines as the time when one becomes fully an adult. One must admire the courage of a group which would deny education during daylight hours to all but two of the distinguished men chosen as its own counselors.

Such a view seems a caricature to everyone who knows that extension helped usher in the second era of American higher education in the 1880s and that it has grown steadily in quality and distinction. In 1943, Jacques Maritain, the distinguished French theologian and philosopher, called extension "one of the finest achievements of American education."[1] The post-World War II growth of this function has far outstripped its earlier achievements. Yet somehow at many places it has remained off at one side, not fully absorbed into the thought and planning of most university administrators and academic councils. This fact is not universally true. For example, the chief administrators of at least four statewide systems of university education have come from the ranks of extension, and they have certainly not forgotten their origins. Yet, with honorable exceptions, books on higher education still focus on the youth ghetto, describing its history, analyzing its processes, and forecasting its future solely on the basis of the number of people who are likely to be within the narrow time-band of its traditional kinds of students.

The third era will differ from the second in this respect. Presidents and chancellors must see their universities entire and whole, taking account of all students, all faculty, all methods of instruction, and all of the varied times and places in which instruction is carried out.

Why are so many of them now beginning to do so? One reason arises from the cruel necessities imposed by stability or actual decline in the number of youthful students accompanied by a rise in the cost of living. If faculty tenure is to be honored, young scholars are to be promoted, buildings maintained, bills paid, and policy-makers kept happy, new student groups must be found somewhere. At the moment, adults seem to make up the only feasible alternative clients. What then can we do for them, at least until the late 1980s when, some demographers believe, the next bumper crop of post-adolescents is due? Anyone who thinks in this fashion is still caught firmly in the second era of higher education. As adults, would you want to attend a university which views extension and public service only as ways of balancing budgets or supporting more highly valued activities than the one provided for you?

The other reason for enlarging the university's mission to include adults is more positive and straightforward. It grows from the belief that individuals, groups, and the community (at whatever level it is considered) all have desires and needs which can be met only by higher education. Men and women are as much worth serving as are the late-adolescents who come to campus to be inducted into maturity. An education concerned with a continuing fulfillment of potentialities throughout the whole life-span is inherently good. So is an education which intermittently breaks into the customary patterns of adult life to provide a period of intensive study. To embrace this conception positively does not merely add a penumbra of worthwhile activities around the central bull's eye of the traditional campus program. It calls for the restructuring of the university itself.

---

[1]Jacques Maritain, **Education at the Crossroads.** New Haven: Yale University Press, 1943, p. 83.

Consider, for example, the widespread controversy as to whether the pre-service preparation of university-trained professionals should be shortened and become more closely integrated into community practice. A three-year medical school or a two-year law school can provide only a generalized training, but knowledge has grown so greatly that the same thing is true of a four-year medical school or a three-year law school. The real issue in any controversy on the length of pre-service training has to do with how much general preparation the practitioner requires. Specialized training must come either after graduation or in an apprenticeship which the university helps to establish and maintain. Thus professional education must flow naturally in a continuing stream as the individual gains greater control, first by general competence, then by specialized competence, and, throughout an active lifetime, by the maintenance and enhancement of professional skills.

Other needs of the professional, needs beyond that of keeping up with occupational change, must also be served. It may be necessary to master a new conception of the career itself, as nurses are now in the process of doing. The basic disciplines relevant to a practical career will continue to establish new concepts which the professional must understand. Consider, for example, how many occupations have been influenced by the development of computer technology. The professional may also shift careers, moving from one specialty to another, moving upward in a hierarchy, moving to a larger area of responsibility, or moving from one role to another, as when a lawyer becomes a judge. The professional must learn how to keep fresh and alert, not falling into routines which may prove dangerous or fatal to the clients, and eventually to the practitioner's career. Every profession also has a social role. Its members must learn how to take collective responsibility, to make right choices on issues, to improve and extend the delivery of service, to collaborate with allied professions, and to police the actions of their fellow professionals.

These special responsibilities are important, but they should be secondary matters in the lives of those who discharge them. Nobody should be so captured by a way of work as to cease being a broadly concerned and widely involved individual. Several careful studies have been made of how adults actually consider education. One such study shows that there are at least seven different orientations toward learning: the desire to know because the knowledge itself is thought to be good; the desire to reach a personal goal; the desire to reach a social goal; the desire to reach a religious goal; the desire to escape from some other activity or situation which is unpleasant or tedious; the desire to take part in a social activity; and the desire to comply with a formal requirement.[1]

During the second era of the American university, many people have narrowed the orientations for learning to the desire to reach a personal goal (usually occupationally-related) or the desire to comply with a formal requirement. Economists have based manpower studies almost entirely upon these motivations, ones which would naturally occur to economists. Until recently, academics have seized hold of this rhetoric and drummed it into the minds of the general American public so assiduously that a dangerous narrowing has occurred in both the academic and the general conceptions of what an education ought to be. Potential students tell their counselors what they believe their counselors want to hear. We should pay more attention than we yet have to the changes which occur in occupational majors in the pre-service academic years and to the changes in occupation which occur after the degree is conferred. These data might cause us to pay less attention than we now do solely to the utilitarian reasons for higher learning.

Any university which wishes to plan a broad program of public service and extension will realize that all of these motivations must be considered. One word of caution should be exercised, however. The motivation of a student

---

[1] Paul Burgess, "Reasons for Adult Participation in Group Educational Activities," **Adult Education**, 22, no. 1, 1971. pp. 3–29.

cannot be determined by the content of a course or a program. Research shows that English, for example, is a vocational subject for many people. Residental professional seminars derive much of their enrollment from people who want to escape from routine or to take part in a social activity. Perhaps by thinking more deeply than we sometimes have about the educational desires and motives of adults we shall be aided in thinking about the desires and motives of young people. In the past, some faculty members may have thought they were elevating the universities when they were really only depressing the students.

Many of the novelties in the third era of American higher education will result from new institutions and procedures for awarding degrees. We have had a vivid forecast of what may be coming in the growth of the General Educational Development test as a basis of issuing high school diplomas or their equivalents. In 1973, a total of 440,216 people took such examinations, and almost 70 percent of them passed. The average age of all examinees was a little more than 25 years and the average number of years of formal schooling was 9.8. Forty-two percent indicated that they wanted to undertake post-secondary education. Studies of previous GED examinees who have gone on to college show no significant difference between their performance and that of people who have secured diplomas by the usual means.

If people can complete high school in this way, why should they not secure a university degree in the same fashion, preparing themselves as they like and being required only to perform adequately on some assessment of competence. The New York State Board of Regents has answered, "Why not indeed!" It is now very carefully and methodically developing programs of assessment. The usual routines of selection and teaching are not undertaken, nor is the program restricted to New Yorkers. The board's staff concerns itself only with evaluation and certification.

At other places, as all of us know by now, innovative programs of admission, instruction, evaluation, and certification are being tried out. Some of them are directly compatible with the academic accounting systems established during the second era; others make arbitrary assignments of credit so as to retain a fictitious compatibility; and still others have developed new systems and are not compatible at all. We may cast a bemused and uncomprehending--and often, it must be confessed, an antagonistic--look at the mentor system, the contract plan, the assessment committee, the modular unit (unless that module happens to be a course), the portfolio demonstration, and other concepts which are strange to us, just as our forebears a hundred years ago would have been astonished by semesters, majors, distribution requirements, grade point averages, and academic vice presidencies.

Many new ventures will fail just as earlier ventures have in the past. Some of them will succeed and may in time replace the respected systems of today. Certainly a lot is going on. The national accrediting authorities have embarked upon a serious and important study of the basic principles of accreditation. The Educational Testing Service is attempting, in a new program called the Cooperative Assessment of Experiential Learning, to develop solidly respectable ways of measuring the educational effect of experience. The American Council on Education has long been engaged in assessing the credit equivalence of military courses; now its Commission on Educational Credit is undertaking a similar evaluation of training offered under industrial and other sponsors. The armed services must now rely solely upon volunteers. The best way to attract them is by providing them with education, and, as a result, many universities are being offered military contracts. A Council for the Progress of Non-Traditional Study, chaired by Samuel B. Gould and supported by the Phillips Research Foundation, has been established to study the progress of innovative post-secondary education.

The creation of the new era has problems, the most obvious of which have to do with finding or retraining instructors and discovering sound bases of financing. We now have only the most tentative ways of suggesting how these problems will be solved. And, speaking very frankly, we must continue to love education too much to be

disenchanted by the professional conduct of educators. But if anyone at the University of Michigan had said in 1859 that within the next 115 years it faculty would grow from 17 members to 4,904 members, he would have been thought insane. Yet somehow it happened.

We are not likely to have a similar growth in the permanent higher education establishment during the third era and, in fact, we may not have very much growth at all, despite the fact that the number of potential students is very great. Many able adults never had a chance to go to college or university. Almost twelve million men and women were once admitted to college but never completed a baccalaureate, though probably most of them would have liked to do so. Those who were graduated with either first or advanced degrees need to continue their learning throughout their lives for both professional and personal reasons.

How can colleges and universities cope with this vast accumulation of social and individual needs? It seems likely that the chief answer must lie in the establishment of effective new forms of collaboration with other institutions in society. The passion for truth must keep the university from being dominated by its own practices or its own dogma. In professional education, joint efforts may be made with professional societies, government bureaus, and the commercial purveyors of information. In general education, we may see the growth of multilateral or bilateral agreements with voluntary associations, libraries, museums, labor unions, and commercial and industrial companies. Some new social institutions may be needed. One of them is surely a counseling and referral service which can help adults find the programs they need and then serve as friend and advocate in helping its clients to complete those programs.

Another answer lies in the use of new media of instruction. Ever since the stereopticon first appeared, we have all been solemnly and regularly assured that new methods of communication would alter American education. So they have, decade after decade. In recent years, borrowing a term from military weaponry, we talk frequently and knowingly about "delivery systems," mentioning, in particular, cable television, the use of videotapes, computerized instruction, and the miniaturized reproduction of print. All of these systems have already had an impact on education and seem likely to continue to do so, becoming eventually, to carry on the military parlance, part of the total armament of education. Perhaps it would be wise to wait a while, however, to see whether they or others of the inventions which proliferate so abundantly will bring about a revolution.

An iron law governs the acceptance of educational techniques. Only those succeed which either inherently or by the use of supplements can be adapted to the needs of individuals. Consider, for example, the great success of xerographic reproduction, new processes of printing, LP records and audiotapes, slide and transparency projectors, and miniature tape recorders and calculators. All of these have rapidly and with little fanfare become part of the educative process throughout the country. Sound motion pictures are a moderate success, though getting the right film to the right place at the right time for the right audience and showing it without interruption on the right machine still seems, after forty years of effort, to be somewhat beyond the capacity of many of us. Mass radio and television have informed, entertained, and conditioned us, and have created attitudes which may in the long run prove to have been either purifying or debasing to our culture. But neither radio nor television has educated very many people. Somebody once made the point that these two media have been golden geese that laid scrambled eggs. The Open University in Great Britain uses both broadcast systems, but it integrates them into a web of reading, correspondence courses, attendance at study centers, and residential short courses.

My letter of invitation suggested that this paper should deal with the British Open University. I am happy to do so. It is the most rigid, inflexible, lengthy, and arduous way to secure a bachelor's degree that the mind of man has yet devised. Do not think me prejudiced on this point. The observation just made expresses the opinion of Dr. Walter Perry, the Vice Chancellor and chief

administrator of the University. Parts of its program can be used elsewhere in many interesting combinations; but the success of the whole package in its native land is due to the deprivation of higher educational opportunities in the past, to the ready availability of study centers made possible by the concentration of the population (more than fourteen times denser than ours), and perhaps to the addiction of the British people to blood, sweat, and tears.

Looming just ahead is a fairly new problem we must use all our wisdom to solve. Outside the universities, there are now large clusters of highly trained and talented people: in the research and development units of business, industry, and government; in centers of health care; and in companies which deal with advanced technology or provide highly expert consultative service. In such institutions, numbers of capable individuals, many of them from socially disadvantaged groups, are locked into junior positions because they have neither the knowledge nor the formal credentials to be promoted and cannot afford to go away to a university which offers their specialty. With this group as a nucleus but also drawing on other sources for students who can often be paid for part-time work, some of these non-university institutions have become degree-granting agencies. Many others are likely to follow their example.

No country can afford the dangers of an unsupervised proliferation of degrees, most of them at the graduate level and many of them so narrow that they hold their recipients forever in bondage to the agency which has granted their degree. We must develop a coordinated approach to deal with the emerging situation. Probably we shall have to create a distinctively American solution, but one of the models we might consider is that developed to deal with a somewhat similar situation in the United Kingdom. The Council for National Academic Awards, whose stature is indicated by the fact that its honorary president is the Duke of Edinburgh, approves the degree programs of non-university institutions, applying rigorous and, some would say, highly conventional standards. The degrees are actually awarded, however, by the CNAA itself. Some essentially British features of its plan would mean that we could not precisely follow its pattern, but we must certainly find a way to deal with this emerging and potentially perilous issue.

In all of this development and ferment, we cannot yet discern any grand design. We are probing, trying out experimental ventures, developing ways to deal with specific problems, giving decent burial to failures, identifying successful ventures so that they can be imitated or improved elsewhere, and building a national consciousness of change. Sooner or later, however, a new comprehensive framework of higher education will emerge and will seem as natural then as the framework of the second era does now.

Shortly after that happens, people will start talking about the need for a fourth era.

V

As a center of high culture, the university had many precursors, and during its long lifetime it has had many parallels. But the institution which took a hundred and fifty years to struggle into existence and finally achieved its basic form in the early thirteenth century has shown an astonishing capacity both to endure and to be replicated throughout the world. Why has the guild of scholars prevailed? Why has it spread to Tokyo, Peking, Moscow, Bangkok, Dar es Salaam, Lima, and Athens? The answer seems to be that every society understands the necessity of protecting and supporting a company of learned people who preserve, advance, and transmit the higher and deeper mysteries of knowledge. Times and conditions change, eras come and go, but the university will persist so long as it holds fast to the central idea which gave it shape almost eight hundred years ago but also constantly reinterprets that idea to each society and in each period of time. A French proverb says that the more things change, the more they are the same. That comment has been true of the university, but so has its reverse. The more the university is the same, the more it must change.

REACTION PANEL AND GENERAL DISCUSSION

(Summary)

Panelists responding to Dr. Houle's presentation on new developments were as follows: Dr. Stephen Bailey, Vice President, American Council on Education; Dr. J. C. Evans, Vice President, Oklahoma State University; and Dr. Glenn A. Goerke, Vice President, Florida International University. A brief summary of their presentations and the general discussion appears below.

Stephen Bailey

In his response to Dr. Houle's remarks, Dr. Bailey noted in general that the future of public service is greatly dependent upon the economic developments in the next decade. Moreover, Dr. Bailey presented a pessimistic view of the future in the nation's economy and predicted that unless we call for and obtain leadership to solve such very serious problems as depletion of resources, energy shortages, and the like, there will be little time and effort for education. He went on to say that the pressing need for public service today is to create public awareness about the dangers that lie ahead in our national and economic life. This public awareness is essential if we are to bring about the kind of leadership required in the solution of our problems.

More specifically, Dr. Bailey's reaction included the following significant points:

A. The realization of Dr. Houle's dream depends on the stability of the economy, the capability of the leadership in this country, and a positive aspiration for higher learning.

B. With respect to the economy, Dr. Bailey observed that we had experienced three eras:
   1. The era of extension
   2. The era of exploitation
   3. The era of economic trauma

   The third or present era is beset with inflation, low birth rates, energy constraints, and widespread unemployment. Additionally, Dr. Bailey noted that the search for economic security will prevent adults from seeking new or continued education.

C. Regarding leadership, Dr. Bailey concluded that the United States needs able leaders to formulate and implement necessary social and economic policies.

D. In expanding on the absence of an aspiration of higher learning among the American public, Dr. Bailey cautioned against hasty projection of motivation that is not existent and challenged the participants to earn the future by stimulating adult learning within their own institutions.

Glenn Goerke

Dr. Goerke emphasized the need for a clear understanding of public service on the part of the university administration. He made the following points:

A. It is essential that public service become more relevant to the real-life needs of people. What will be needed in the future is

emphasis on problem solving in the world of reality. As Dr. Goerke pointed out, the laboratory has moved out into our communities, and it is time for the university to move back to the laboratory.

B. University involvement in problem solving will inevitably bring the university into controversial issues. This will require new commitment on the part of the university administrations.

C. Institutions must guard against entering into the public service arena in reaction to declining enrollments rather than true commitment to public service.

D. There is considerable danger for the university if it moves into a community without careful consideration of its involvement. Some institutions do not have public service as part of their mission and probably should not attempt to become involved in public service.

E. The mission of the university in public service should be clearly stated and financially supported. It is necessary that the university provide an appropriate structure for carrying out the public service mission, and a reward system must be developed to encourage the university faculty and staff to support the program of public service.

J. C. Evans

Dr. Evans agreed with Dr. Houle that public service and extension would become more important functions of universities in the future. "I'm very optimistic, for this area in which I've devoted my life offers a great promise for the future." Dr. Evans made the following points:

A. "As anything becomes more important in the society, it becomes more visible, more complex, encounters more adversity, needs more coordination, and, thereby, is more vulnerable."

B. Still, it is good to be part of an organism (public service and extension) as it begins to emerge from darkness into sunlight.

C. It is essential that the public service program have strong external and internal support by university chief executives who have a basic understanding of the proper functions of public service.

D. Public service people must have a commitment to help people learn. Dr. Evans commented that "all progress of all people in all circumstances depends on what people know and what they do with what they know." He cautioned that public service needs to avoid a desperate lunge to protect a financial base in an era of declining numbers of on-campus students.

E. An acute sense of hearing must exist in higher education institutions. "We must learn to listen to clientele and **hear** what they say."

F. We must develop an infinite capacity to conceptualize what we hear and an ability to understand what we hear and package it into a product public service clientele will buy.

G. There must be a general philosophic base as a frame of reference for the public service function, a philosophic base that not only provides for but also encourages risk taking.

H. We need to have a genuine sense of partnership with other institutions in society.

I. We must develop a better understanding than currently exists on the need for more coordination of the public service and extension role. Dr. Evans expressed concern over the increase in statewide coordinating boards. He offered the opinion that some of these boards have become so competitive with the institutions they are trying to coordinate that they have actually become adversaries to the institutions. He also

expressed concern that many of these boards are staffed with people without knowledge of the job to be done or a commitment to the job.

J. We must develop an ability and a propensity to ask useful questions. He stated, "Until we ask useful and meaningful questions, we aren't going to go far in the development of useful answers."

Dr. Evans concluded by offering three questions for thought. What should we be doing in public service and extension? Why should we be doing it? Who should answer these questions?

General Discussion

Following the reactions by Drs. Bailey, Goerke, and Evans, the general discussion by the conference of the questions raised by Dr. Houle and the reaction panel centered around three major points. They are as follows:

1. During the 1960s the public was sold on the idea that universities could have major impact on the problems of that decade. There is a general feeling that universities failed to demonstrate their ability to effect change. The question then is: What evidence is there that this will be different in the decade of the '70s and '80s?

2. Should the public service program be an integral part of the university, or should it be allowed to develop as a separate function? The general consensus seems to be that public service needs to be woven into the fabric of the entire university.

3. Great educational resources have been developed outside of the formal educational institutions. It is becoming imperative that universities establish liaison and rapport with these other organizations and agencies so that they can work together harmoniously to bring about the desired changes in society.

SESSION IV—DECISION-MAKING PROCEDURES IN SELECTION OF PROGRAM SCOPE AND THRUST

DECISION–MAKING PROCEDURES IN SELECTION OF PROGRAM SCOPE AND THRUST

S. E. Younts
Vice President for Services
University of Georgia

The subject of this conference session was recommended by a number of you in responding to University of Georgia President Fred C. Davison's letter in the spring of 1973. Some selected suggestions follow:

> Developing new thrusts; considerations that are important in reaching decisions regarding scope of public service efforts.
>
> Maximizing the growth and effectiveness of public service programs.
>
> How does a university or college decide it should establish a public service and extension thrust?

Decision-making procedures in establishing effective public service and extension thrusts would probably be similar for institutions both experienced and inexperienced in the art of responding to public needs. Differences may exist, however, between the two types of institutions in the extent of debating and agonizing over the decision. Many universities and colleges, including the private elitists, have in recent years for any number of reasons begun to make themselves useful to the workaday community. Others sit on the sidelines wondering what to do.

During the past decade higher education's rhetoric was punctuated, even overworked, if you please, with the terms "relevant" and "creative." An observant outside community distraught with growing internal and external problems started tugging at the ivy on the walls of academia emphasizing that "relevant" and "creative" could best be exercised in pursuits that would result in an improvement of the quality of life. Even the experienced public service institutions have had their share of ivy which has received a full measure of yanking, snapping the tendrils from walls mortared by tradition which has left outreach efforts outdistanced by an expectant public.

There is no foolproof academic barometer or transducer which can signal precisely when and under what conditions an institution initiates or enlarges a public service and extension thrust. Volume 5, Number 10 of **Change** magazine carried a stirring and vivid account of Duke University's entry into the public service arena. The article is colored both by accounts of internal trauma and an atmosphere of excitement as this institution possessing a history of aspiring for national excellence in academics focuses on the commonplace affairs of ordinary people.

One cannot help wondering what circumstances or set of conditions caused Duke's President Terry Sanford and his chief institutional officers to conclude that an Institute of Policy Science and Public Affairs is a worthy function. Certainly, this move marked a departure from tradition for one of higher education's giants. The author of the **Change** article described the newly-created institute as completely redesigning the structure and substance of university instruction. A professor who now supports the concept of the institute and its programs says, "They're making education relevant to the world."

Our objective this morning is to address some of the suggestions you offered in correspondence

with President Davison. Decision-making in public service and extension will be discussed at three programming levels.

Level 1. When and under what conditions should a university system or single institution plan and organize public service and extension programming units? What are the criteria, goals, and processes at the system or institutional level in determining whether or not and when a new major outreach unit is to be organized?

Level 2. When and under what conditions should major public service and extension programming units develop new sub-units? What are the criteria, goals, and processes at the organizational unit level in determining whether or not and when a new programming sub-unit is to be established?

Level 3. How should public service and extension programs be planned and implemented? What are the principles and processes at the programming level and how do discrete program planning and development occur?

Appearing with me today are five persons who are intimately acquainted with public service and extension at the University of Georgia. They are professional decision makers who have been in the trenches. Their presentations are not intended to be an orchestration of how the University of Georgia does it or has done it in outreach efforts but a discussion of considerations in decision making at the three aforementioned levels of programming. Certainly, you will be hearing University of Georgia examples as the presenters draw upon experiences. No claims or admissions, however, are made relative to program successes or failures.

Emphasis will be on decision making as it relates to new and expanded public service and extension roles. On the other hand, equally important in decision-making procedures is the question of phasing out programs that have outlived their usefulness. Working in public service might be likened to a love affair. Any person can start one. Bringing it to a satisfactory conclusion requires a touch of genius.

PROGRAM DECISION MAKING IN PUBLIC SERVICE

J. W. Fanning
Vice President for Services Emeritus
University of Georgia

An institution of higher education regularly receives requests from both its faculty and the public that it provide assistance on a problem with which the public as a whole or in part is confronted. The institution must make a decision on whether to respond. If the decision is to respond, other decisions of an administrative, organizational, and programming nature must be made.

The situations with which the public served by the institution must deal are dynamic and ever changing. Old problems constantly take on new dimensions. New and quite often unsuspected developments take place. In some instances established, on-going programs of public service can be adjusted to meet the new needs for assistance. In other cases, new major public service programs are needed. Program decision making in public service is not only difficult but dynamic.

The decision to which this phase of discussion is directed is best stated in the following question: "Where and under what conditions should the institution plan and organize major public service programming units?"

Possibly, if there were time, it would be well to review the decisions which were made by institutions in establishing such major public service programming units as Cooperative Extension, Continuing Education, General Extension, the Institute of Government, Community Development, etc. The decisions were not easy. They were made over time and after much study. There was not only a careful assessment of need but also a thorough consideration of institutional commitment to public services, resources, administration, organization, and program.

I. Assessment of the problem and need requiring consideration of the establishment of a major public service programming unit.

   A. What is the problem on which institutional assistance is being requested?
      1. Is the problem residual, recurring, or emerging in nature?
      2. If an emerging problem, can it be classified of potential minor or major importance?

   B. What is the current as well as prospective importance of the problem and program of assistance?
      1. How important is the problem to the people and agencies served by the institution?
      2. How pressing is it that a program of assistance be established by the institution?
      3. Who is affected most by the problem and who will benefit most from the assistance provided?
      4. What kind of assistance is needed?
         a. Instructional
         b. Technical
         c. Advisory and counselling
         d. Informational

   C. What are the prospects for rendering effective assistance?

If the assessment of the problem and need proves affirmative and points conclusively to the advisability of the institution's giving serious consideration to the establishment of a major public service programming unit, other basic questions need answers. One of these has to do with institutional commitment to public service.

II. Examination and appraisal of the depth of commitment to public service by the institution.

A. What is the present status and position of public service programming in relation to instruction and research?

B. How is public service presently organized and administered?

C. How many major public service programming units are presently operating?

D. What is the area of responsibility of each major programming unit and its service clientele?

E. What are the financial and faculty resources committed to public service and to each major programming unit?

F. How are other institutions within the same area of service responding to the problem and need for program assistance?

The decision by the institution to respond to the need for assistance by planning and organizing a program of public service is affected by the extent of its present service program. The questions considered will be different for the institution with only a limited public service program as compared to an institution with an extensive program.

III. Considerations by an institution with only a limited public service program in planning and organizing a major public service programming unit.

A. How many and how often do requests come to the institution for public service assistance?

B. How are these requests handled?

C. What resources have been committed to public service?

D. What resources are available?

E. What faculty competencies and leadership exist for public service?

F. What cooperative relations in public service are maintained with other institutions?

G. How could the public service program be organized within the institution?
1. How would it be administered?
2. Could it be handled as a special program?
3. Could this public service programming unit serve as the initial step toward a many-faceted public service program?
4. Could joint staffing be arranged with another institution having a well established public service program?

IV. Considerations by an institution with an established public service program in planning and organizing a major public service programming unit.

A. From whom are the requests for assistance coming and what are their interests?
1. Are these internal within the institution?
2. Are these external to the institution?

B. How do the requests for assistance relate to existing programs of public service?
1. In subject matter offerings?
2. In technical qualifications of personnel required?
3. In clientele served?

C. What back-up research will be required, and how does this relate to existing research capabilities?

D. What faculty competencies are available, and what are their possible relationship to and involvement in the major program under consideration?

E. What financial resources will be required and available for the program, and how do these relate to the availability of existing budgets?

F. What personnel qualifications and competencies will be required for the program?

G. If presently employed public service personnel were utilized, how much retraining would be required and what change in workload and responsibilities would be necessary?

H. What status will be given the program within the institution?

I. What status will be given the program outside the institution?

J. Where would the program be placed within the administrative organization for public service?

K. What will be the willingness and competency of existing public service units within the institution to accept new major programming unit responsibilities?

L. Will the clientele to be served by the new program require service from a new major programming unit?

M. Will the leadership of those presently served by existing public service units serve as a constraint on the assignment of a new major program to an existing unit?

N. How are other institutions responding to the request for a new major program of public service?

O. What are the advantages or disadvantages of creating a new major public service programming unit in terms of the effectiveness of the program?

Obviously, the decision to plan and organize a major public service programming unit is affected by situations internal as well as external to the institution. The support of faculty is essential, as is that of the people and groups to be given assistance.

DECISION–MAKING PROCEDURES IN THE SELECTION OF PROGRAMS

Charles P. Ellington
Director, Cooperative Extension Service
University of Georgia

Each public service or extension unit is sooner or later faced with the question of whether a new program should be added. The decision-making process is a continuing one. It includes not only the addition of new programs but also decisions with respect to discontinuing some already in existence. The questions are identical in making either decision.

When we consider adding a new program in Cooperative Extension, we must first determine its legality under the federal Smith-Lever Act and the Memorandum of Understanding between the U. S. Department of Agriculture and the land grant institution. All expenditures under the agreement are subject to approval by the University and the Administrator of the Extension Service of the U. S. Department of Agriculture.

Once the legality has been determined, other factors come into play. If the program is to enjoy success, the following conditions must be met:

1. An audience with common interests and needs is the first prerequisite. The audience may be a group of small businessmen concerned with personnel management; it may be a group of tobacco farmers concerned with insect control; or it may be a group of county commissioners concerned with meeting new environmental quality standards. But the audience must have some common interests.

   The audience may or may not recognize its own needs. A skillful, innovative administrator perhaps can see opportunities for programs long before the audience recognizes them. You recall the creation of the Cooperative Extension Service in 1914. It was created by a small group of U. S. senators and representatives without widespread support of farmers. In fact, in many of the very early situations, the county agents with their "book learning" were ridiculed. The audience was there; it had many common problems; but it was extremely slow to accept the opportunities presented by the new program.

2. A second factor I like to look for is our capability to deliver the needed educational efforts. Many subject matter areas are simply outside our capability. We in extension have historically had programs dealing with agriculture, youth, home economics, and community development. We like to deal with programs that fit into one of these four broad categories and to stay out of programs for which we are ill-qualified.

3. The third factor we look for is the potential for measurable results. For the program to be successful, some audience must receive benefits; and the benefits must be measurable in terms of increased yields, better diets, or some other factor.

4. Then, of course, we look for funding. It must come from somewhere. However, perhaps this is not as critical to the Cooperative Extension Service as it is to some other units. Extension is large enough that, given time, it can usually do some shifting of personnel and assignments to accommodate a modest new program thrust.

5. One other criterion that needs to be stressed is the support an audience can provide to continuing operations. The only way any public service unit can persist over time is through support from its audience. Almost any audience will testify in your behalf if it has been rendered a genuine service.

As an exercise in following through with these criteria, let us look at a few program areas that either are under consideration now or have recently undergone consideration in extension.

Environmental education. There are four potential audiences to an environmental education program: public school teachers, state and county government officials, farm producers, and agri-business firms that are required to meet federal standards for air or water purity.

The need for help would be identified as urgent by any of the potential audiences, stimulated, of course, by the requirements of meeting federal standards. The Cooperative Extension Service has engineers, soil scientists, chemists, entomologists, and others qualified in the field of environmental education. However, additional specialists would be needed in most states. The results of an environmental education program would be almost immediate from farmers and businessmen. Support could be gained from these two groups and probably from local government and public school officials.

Nutrition for diabetics. Here in an immediately identifiable audience that can be located through the state medical association. A program can be conducted in every county in the state. The need is continuing, although probably very few diabetics or medical practitioners have classified it as an emergency situation.

The Cooperative Extension Service is capable of conducting a nutrition program for diabetics. The results would be almost immediate. They would be measurable from the diabetic patients themselves and from practicing physicians.

Public affairs. I cite this one as an example of what happens when the audience is ill-defined and when the Cooperative Extension Service is not really capable of delivering the program. I was associated once with a state in which a new constitution had been drafted and proposed to the electorate for adoption. The Cooperative Extension Service became actively involved in attempting to inform the general public on the need for a new state constitution. The audience was ill-defined. The electorate or general public is a very unresponsive audience with which to work. Local government officials might have been a potential audience. However, most of the old courthouse gang already had their minds made up about a new constitution; they had no need for a thousand printed pages explaining in detail all the sections of the new constitution.

While the need for a new constitution was recognized by some state officials and by members of the legislature, it was largely unrecognized by the general public. The Cooperative Extension Service capability was extremely limited in this endeavor. Funding was inadequate. Time was short. The question failed on the referendum. The university, however, was identified with the segment of state politics that had advocated a new constitution; and its prestige suffered in many, many courthouses and in many local political gatherings throughout the state.

It is all right to play the role of advocate in a situation like this if you have enough time and resources and if you can identify an audience with common interests with which you can work. But efforts such as this in which information is simply tossed at the general public have very little chance of success.

I hope this gives you some ideas on ways we make decisions regarding program areas in Cooperative Extension.

ESTABLISHING A LEGISLATIVE RESEARCH SERVICES DIVISION IN THE INSTITUTE OF GOVERNMENT

Delmer D. Dunn
Director, Institute of Government
University of Georgia

A persistent theme of this conference has been that universities and colleges should not exist in splendid isolation from the society of which they are a part. I want to discuss with you one effort by the Institute of Government at the University of Georgia to interject the University into the problems of society through a program associated with the Georgia General Assembly.

On July 1 of this year the Institute will establish a Legislative Research Services Division. This division will supplement present research capability available to the Georgia General Assembly. The personnel in this division will be assigned to research projects which members of the General Assembly request through their Legislative Services Committee and their Office of Legislative Counsel.

The need for this research capability was not difficult to establish. Legislatures in general, and state legislatures in particular, are generally not well staffed--especially in the area of research. As states have become more urbanized and the problems of state government more complex, the need for a legislative research capability has grown.

The Georgia General Assembly has an Office of Legislative Counsel. The staff associated with this office provides bill drafting service to members of the General Assembly. One goal of the office has also been to provide legislators with research services, but this second goal has never been achieved to the satisfaction of the Legislative Counsel's staff because the pressure of bill drafting has generally diminished the time available to engage in research.

The Institute of Government, therefore, initiated with the legislature a plan to establish a Legislative Research Services Division within the Institute. It was believed that the legislature would find the plan desirable and appropriate for several reasons, as follows:

1. Personnel in the division would have resources at their disposal beyond those available to members of the staff of the Legislative Counsel. These resources include, for example, the University and Law School libraries and faculty members with specialties in areas likely to be pertinent to research projects.

2. The location of the staff in the Institute of Government would insure that their time would not be diverted to bill drafting or other non-research activities as might be the case if the staff were located directly in the legislature.

3. Space for additional staff in the State Capitol is minimal and location of this staff at the University of Georgia would minimize the need for more space in the Capitol building.

4. The dedication of this staff time to the General Assembly would expand the research services the Legislative Counsel could offer to the Georgia General Assembly.

The creation of this division was also appealing to the Institute of Government. By this

institutionalized means, the Institute, through applied research projects, could bring the resources of the University directly to bear upon the public problems which must inevitably be resolved through the legislative process. Such an activity was very appealing, as well as very challenging.

The creation of the Legislative Research Services Division will offer a capability not previously provided by the University or Institute of Government to the Georgia General Assembly. The full time of personnel associated with this division will be directed toward servicing the General Assembly as a clientele group. At the present time other divisions within the Institute serve numerous client groups of public officials within the state of Georgia, including the legislature. The activities performed by the other divisions for the state legislature will continue but will be augmented considerably by the new Legislative Research Services Division.

This describes the establishment of a new division within the Institute of Government. The organizers of this program have asked me to reconstruct this decision to illutrate in a concrete case study how an existing service unit decides to undertake a new program. What follows represents my effort to do so.

This decision did not occur in isolation from past interaction between the Institute of Government and other university organizations with the Georgia General Assembly. Several activities illutrate this relationship. Eight biennial legislative workshops have been organized by the Institute of Government and the Georgia Center for Continuing Education. These provided new member orientation sessions for legislators and discussion of substantive policy issues for holdover members of the General Assembly. In addition, the Data Systems Division of the Institute has worked closely with the Legislative Services Committee in developing a computerized bill drafting service for the legislature as well as a bill retrieval system to facilitate the work of the Office of Legislative Counsel. During the last three years, the University of Georgia Reapportionment Services Unit, organized through the Institute of Government and the Department of Political Science, provided direct staff service to the General Assembly. These services consisted of delivering census materials and providing staff assistance to legislators, including an interactive computer system to assess census information. In addition to these services, the Institute has provided other assistance to the legislature. Of course, legislators have many other contacts with the University, including their educational experiences and in many cases their interaction with other service programs of the institution.

Building upon this history was my personal interest in legislatures and some knowledge about the way in which they operated. The need for greater research capability by most legislatures is evident to anyone who comes into contact with them. In addition, several Georgia legislators indicated to me the kinds of activities they would like to see related to research services and their belief that the University of Georgia should be a prime organization involved in providing the desired additional services.

Finally, no administrator of an organization within a university exists in isolation from its central administration. The University of Georgia central administration as well as the administration of the statewide University System strongly encouraged the proposal. This kind of support is absolutely critical in establishing a new program.

It was in this context that the Institute initiated a proposal to establish a Legislative Research Services Division to be funded in part by reallocation of presently existing Institute of Government resources and in part by a direct contract with the Georgia General Assembly.

There were, of course, several internal decisions related to establishing this activity within the Institute. These decisions included the location in the present Institute organization of the new activity and such items as finances, recruitment of staff, and mechanisms by which the new division could be blended into the overall Institute of Government organization. Support for the creation of this new division by Institute staff members has been very high. Part of the creation of a new division, which includes reallocation of

present resources, requires support from those who are already associated with the organization. This is frequently one of the most difficult tasks of one who wishes to build support for the creation of a new unit. In this particular case, however, the task was not difficult, partly because of the "client centered norm" which exists within the Institute and the recognition that the General Assembly as a client group could be better served.

Thus, next week a new Legislative Research Services Division in the Institute of Government will begin operation. We believe that it will add a new dimension to our service to state government that will result in substantial benefits.

PROGRAM DECISION MAKING IN CONTINUING EDUCATION

T. W. Mahler
Director, Georgia Center for Continuing Education

Introduction

This presentation explores program decision making in public service

--from the perspective of the continuing education organization

--as a part of the total public service program of the University

--based on program development processes evolving over a period of nineteen years

--and focused on criteria and processes by which decisions are made to establish a new program development unit or department within the organization to serve identified clientele in a defined programming category on a continuing and, hopefully, comprehensive basis.

Some Limitations

Among the numerous limitations to this discussion which will be apparent readily, three are underscored:

--The content of the discussion is derived from reflection on experience rather than systematic experimentation according to research designs.

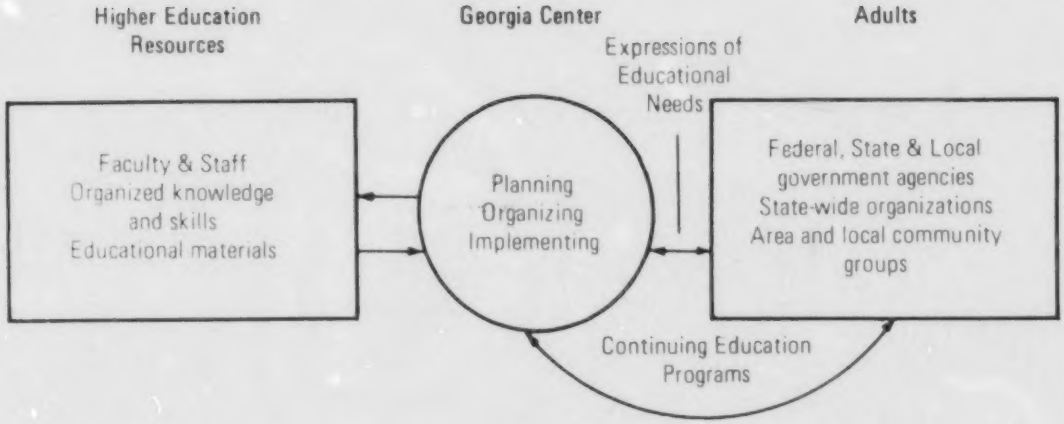
--This discussion is directed primarily toward decision making about non-degree credit programming.

--This discussion is based on the experience of the Georgia Center for Continuing Education, an integral part of the University of Georgia.

Thus, while recognizing the uniqueness of a single institution in its particular place and from its particular point of view, emphasis will be placed on points of general applicability in dealing with decision-making criteria and processes.

Continuing Education Functions and Operating Systems

Continuing education organizationally is defined in terms of its basic functions and operating systems in support of those functions. The Georgia Center for Continuing Education, fundamentally, is an organizational structure of the public service arm of the University through which the University plans and implements organized instructional programs in response to identified and expressed diverse needs of adults as manifested individually or through a multitude of organized groups ranging in kind from official government agencies to business organizations, to civic, cultural, and educational groups. The program of continuing education emerges from the interaction between the University and the adult publics, with the Center serving as a contact point through which planning and implementation can take place. As such, the Center's role is multi-functional but never exclusive since it works in concert with adult organizations and agencies and relevant University of Georgia and University System of Georgia resources and structures. This basic function is represented diagramatically and in simplified form at the top of the next page.



A number of significant points need emphasizing in reflecting on this concept of central role, as follows:

1. Initiative for programming is encouraged to flow freely from any and all of the three major sources identified--namely, the faculty and staff of the University, the staff of the Georgia Center, and the multitude of organized groups and agencies in our state, region, and nation.

2. The planning, organizing, and implementing of instructional programs is a cooperative process involving inputs from appropriate faculty and staff of the University, the Georgia Center, and the clientele group.

3. The object of the activity is the development and offering of purposeful, planned, and organized instructional programs to meet the identified needs of specified clientele groups. The organizational structure of the continuing education enterprise takes its form from this basic function, with three kinds of interlocking systems in operation:

   Program development systems
   Program delivery systems
   Program support services

4. Effective functioning in such a role places a premium on the establishment of clear and continuing linkages within the University to the schools, colleges, and specialized research and service institutes in which collectively reside the knowledge and skill resources for instructional programming. Similar linkages must be established and maintained on a continuing basis with the clientele groups and agencies whose educational needs instructional programs seek to meet.

Program Development Matrices--The Framework for Decision Making

The framework for program development decision making is created through the never-ending search for interrelated answers to two fundamental questions: education programs for whom? / about what? Social and institutional purposes guide the search, and educational objectives are formulated from the findings; but it is at the intersections of the answers to these two questions that the scope of continuing education program development takes place.

Anyone who is around continuing educators when program planning is involved will hear frequently such terms as "target group" and "program clientele." Questions will be raised as to demographic characteristics--numbers, age, sex, educational levels, location, and the like--using descriptive terms such as leaders, rural people, urbanites, suburbanites, management, middle-mangement, supervisors, skilled workers, professionals, club members, and so on ad infinitum. These are all indications of the

search for and judgments about the question of "education for whom?" In a similar way, continuing educators raise questions about and discuss such matters as people's needs, concerns, life activities, developmental tasks, life demands, occupational demands, and the like. These are all indications of the search for and judgments about the question of "education about what?"

The interaction between the two program elements identified by these questions can be formulated into program development matrices on the basis of experience, study, and analysis. The accompanying illustration of a general program scope matrix is substantially the one used by the Georgia Center, although it has never been officially designated as such. The reason it has not been formally adopted is that no such matrix is a fixed and immutable specification. It is dynamic and changing as programmers deal with people and their needs. Thus the general matrix is merely a framework for a host of discrete instructional offerings wherein the specific content of each falls along the content axis, and the specific individuals enrolling fall along the clientele axis. There is a constant flow of inductive and deductive planning from the general to the specific and from the specific to the general.

A general matrix, however, is useful in stimulating identification of broad areas of program potential and in summarizing data about program offerings. Here at the Center, for example, we have monthly, quarterly, and annual reports of numbers of programs, enrollments, and even instructional hours within each of the broad areas of the matrix. These data reveal readily the concentrations of programming effort and the gaps.

An illustration of a special program scope matrix is also presented. Here we have taken the content area in the general program matrix "personal interests" and then identified music as one of the subjects of personal interest. The music matrix is a matrix within a matrix, analagous to a play within a play or a painting within a painting. Although more specific than the general matrix, this one is still quite general, and is illustrative of one that might be developed by a special program development unit within the Georgia Center.

Several points should be made about the use of program development matrices.

1. Matrices are visual representations of ways of thinking about programming. They are not charts for a wall or a manual.

2. Matrices are stimuli and guides to potential programming, requiring constant focusing and refocusing of thinking from the general to the specific and from the specific to the general.

3. Matrices, and particularly the basic questions they reflect, are a way of life for continuing education programmers as they seek greater versatility and precision in identifying clientele and their related continuing education needs.

4. The matrices, in their more general expressions, are useful ways for organizing actual programming information for evaluation and reporting purposes.

Continuing Education Program Development Responsibilities

The immediate preceding paragraphs dealt with the fundamental analytical process by which program developers in continuing education go about their business. In the next few paragraphs the allocation of responsibilities for programming and some general indications of the broad procedures programmers use in carrying out these responsibilities will be discussed. In an overall way, everyone who works in continuing education is program development conscious and makes contributions. Program development ideas have come from secretaries and maintenance workers; the convenience store clerk has identified and even made first contact with important program clientele. Still, the program development role is not an official part of their responsibilities. Official responsibility is assumed by two types--general program development personnel and specialized program development personnel.

ILLUSTRATION OF A GENERAL PROGRAM SCOPE MATRIX

CLIENTELE	CONTENT AREAS				
	Problems and Issues of Society	Occupational Improvement	Personal Interests	Intellectual Skills	Personal Life Problems and Demands
Adult Developmental Stages					
A. Pre-Marriage Youth (18–30)					
B. Young Marrieds (21–30)					
C. Youthful Middle-Aged (30–45)					
D. Middle-Aged (45–60)					
E. Aging Adults (60+)					
Sex					
Men					
Women					
Educational Level					
Illiterate					
High School					
College					
College Plus					
Occupational					
Unskilled Workers					
Skilled Workers					
Technical					
Professional and Managerial					

ILLUSTRATION OF A SPECIAL PROGRAM SCOPE MATRIX

CLIENTELE	CONTENT AREA--MUSIC AS A SUBJECT OF PERSONAL INTEREST				
	Instrumental Music	Vocal Music	Composition	Music Appreciation	Music Support Activities
Developmental Stages					
A. Pre-Marriage Youth (18–30)					
B. Young Marrieds (21–30)					
C. Youthful Middle-Aged (30–45)					
D. Middle-Aged (45–60)					
E. Aging Adults (60+)					
Performance Level					
A. Beginners					
B. Amateur					
C. Professional					
Interest Area					
A. Folk					
B. Popular					
C. Classical					
D. Ethnic					

General Program Development

General program development responsibilities are in the hands of division and department heads of the program delivery units. At the Georgia Center these units are lodged primarily within the Instructional Division, headed by an associate director, and consist of the departments of Conferences and Short Courses, Extension, and Independent Study, headed by assistant directors. Program development initiatives and responses which do not fall within the content/clientele of specialized programming areas are handled by general programmers. One of the ways the need for a specialized programming unit is tested is to keep tabs on the numbers and kinds of programming handled by general coordinators and, when the volume and continuity of programming for a given clientele or in a given content area warrants, to establish a new specialized unit.

Specialized Program Development

It is in the discussion of specialized program development responsibilities that we come to the central point of this presentation. When a particular clientele or a specific content area is perceived as having such significance and potentiality that a major programming effort on a continuing basis is required, the matter is studied to determine if a new program development unit should be established to assume responsibility. The specialized program development unit is considered initially as one professional program developer plus a secretary and supporting budget to care for travel, operating expenses, and the like. This unit can be expanded by allocating additional professional program planners and supporting personnel and funds as the volume of programming warrants. Examples of such units in operation at the Georgia Center include government training (our largest unit), community development, gerontology, and units represented by the most active professional schools and departments, such as education, business administration, music, pharmacy, veterinary medicine, home economics, and the like.

Most of these specialized program development units are headed by personnel joint-staffed with the professional schools and colleges and other public service units. In some cases the individuals may be totally employed by either the school or college or the Georgia Center, but these arrangements are matters primarily of budgetary convenience. The functions are similar, regardless of the budgetary arrangement.

The specialized program development units are responsible for developing comprehensive and coordinated programs within the specified content/clientele areas. Your next speaker will discuss this process in greater detail, so let us turn at long last to consideration of the criteria and process by which the decision is made to establish such a new specialized program development unit.

Decision-Making Criteria

Criteria used in making the decision to add a new specialized program development unit will be discussed in terms of the following dimensions:

Educational needs

Clientele

Educational resources

Fiscal support

It should be noted that these are not "air tight" categories; rather, they are closely interrelated. The dimensions are separated in this discussion in order to identify those factors within each which point to a negative or positive decision to add a special programming unit. Furthermore, the criteria will be dealt with primarily in terms of questions.

The Criterion of Recognized Educational Need

1. To what extent are there recognized needs for an organized body of knowledge, skills, and related values?

2. Who recognizes this need? for themselves or for others?

3. Is the recognition of the need specific and concrete or vague and general?

4. Are the people who recognize the needs diffused as individuals through the general population, or are they relatively concentrated within organizations and agencies or in specific geographic localities?

5. Do the needs exist in the state, the nation, even world-wide, or are they local?

6. Are the needs temporary in nature, or are they likely to exist for the foreseeable future?

7. Are the leaders and advocates of the need expressing their concerns publicly, in the media, in meetings, and through the political and governmental process?

8. To what extent are expressions of the need being made directly to the University, both formally and informally?

9. To what degree has the need been created by technological, governmental, and social changes of significant scope and within a relatively short time frame?

The sub-criteria for the criterion of educational need are implicit in the questions. For me at least, a program development unit is needed to the degree that a substantial related body of knowledge, skills, and values exists and can be organized to meet educational needs of adults. Favorable indications include the following:

1. Widespread recognition of the need.

2. Specific and concrete expressions of the need.

3. The existence of organized groups and agencies expressing the need.

4. The existence of leaders and advocates of the need.

5. The need is long-term rather than temporary.

6. Formal and informal requests are made to the University to program to meet the need.

7. The need has been created by significant scientific, technological, and social changes.

8. The diffusion of the knowledge, skills, and values involved contribute to the economic, political, and social welfare of our society.

The Criterion of Potential Clientele

1. How large is the potential target population for the programming within the basic service area of the institution? Within the peripheral service area? regionally? nationally?

2. What are the demographic characteristics of the target group? age? sex? race? educational level? occupational categories? socio-economic level?

3. Is the target population so organized or located that linkages can be established for purposes of programming communication, planning, promotion, and assessment? If not, can such organization be developed?

4. To what degree are leaders and spokesmen for the target population committed to the need for continuing programming on a relatively long-term basis?

5. Is there reasonable expectation that the target population will participate annually in sufficient numbers of different programs to justify a special programming unit?

6. Does the target population provide opportunities for the use of the "multiplier effect" in programming? In other words, does the group offer the opportunity to educate leaders who will educate, in turn, larger numbers of others in the target group?

In applying these criterion questions, the experience of the Georgia Center would point to the following positive indicators:

1. The numbers in the target population between the ages of 30 and 55 are more indicative of potential participants than those younger and older, except when programs are specifically designed for younger adults or older adults.

2. Program participation will come primarily from the basic service area of the institution. Drawing power outside the basic service area is closely related to the effectiveness of programming within.

3. The higher the educational level the greater, in general, the participation.

4. The more professional the target group the greater, in general, the participation.

5. The more effectively the target group is organized, the greater the participation.

6. The better the track record of the target group for sponsorship and participation in previous continuing education programming, the greater the likelihood for successful future efforts.

7. The potential for using the "multiplier effect" enhances greatly the pervasiveness and breadth of total participation.

8. The minimum ball-park figures for programming output that should be expected after a start-up year for a new specialized program development unit would be in the neighborhood of 12 different program offerings enrolling about 1,000 participants for a total participant contact hours of 12,000 generating about 1,200 continuing education units.

The Criterion of Educational Resources

1. Does there exist a substantial body of organized knowledge within the disciplines of the University which undergirds the educational needs of the content/clientele area under consideration? If not, can such a body of knowledge be developed on an interdisciplinary basis?

2. Can this body of knowledge be organized and made meaningful to the target audience?

3. Is the relevant knowledge in the content areas growing and expanding through work of dedicated researchers on your campus and at other higher education institutions in the United States? Is this research both basic and applied?

4. Does the institution have enough faculty with the needed expertise and commitment to continuing education whose time and energies can be allocated to the instructional planning, teaching, and leadership roles required for the anticipated programming on an annual basis?

5. Is there a substantial body of print and media instructional materials available suitable for the clientele? If not, can these be developed?

6. Will instructional resources such as laboratories, clinics, field-study locales, and the like be needed? If so, can they be provided?

7. Is there available a major library and one or more relevant bibliographical search and information storage and retrieval systems? How readily accessible are these to support the programming in the content area under consideration?

There are a number of positive indicators which may assist in making judgments about information secured in seeking answers to the suggested criterion questions about educational resources, as follows:

1. The existence of at least two or more faculty members in each needed content discipline who have demonstrated, in addition to their academic competence, (a) interest in and commitment to continuing education, (b) ability to plan and interact with adults in

a variety of learning situations, and (c) resourcefulness in the selection and/or creation of suitable instructional materials.

2. Participation in and support of program development by department heads and deans who administer the academic units with the needed content expertise.

3. The existence of an active research program in related content areas.

4. A promising record of prior programming initiatives by the faculty and administrators in the relevant academic units.

5. A successful record of prior interdisciplinary operations and structures in relevant content areas for purposes of research, academic instruction, public service, or all three

6. A record of ready support of and cooperation with the libraries, the information storage and retrieval units, and the suppliers of other learning equipment and materials.

The Criterion of Fiscal Support

1. What is the financial capacity of the clientele to pay for programming?

2. Will fiscal support from the clientele be provided primarily by the payment of individual fees? If so, are the fees likely to be paid by the individual from his private funds or will they be provided by his employer or sponsoring organization?

3. What is the potential of foundation grants to support the programming on a pilot or experimental basis for two or more years?

4. What is the potential for federal and/or state funds for programming on the basis of discrete grants and contracts? on the basis of continuing categorical support for three or more years?

5. What is the potential for securing programming agreements including fiscal support from relevant organizations and agencies served such as units of local government, business and industry, volunteer organizations, and the like?

6. What continuing fiscal support can be expected from institutional funds to support the programming unit? budgeted allocations? in-kind allocations such as personnel time, office space and equipment, staff benefits, and the like?

7. What funds can be provided annually from the existing operating budget of the continuing education organization? Are there unallocated surpluses? Should existing non-productive programming units be discontinued or reduced in size to provide support for the proposed unit?

The Center experience would indicate that the amounts needed to establish a new specialized programming unit consisting of one program developer and secretarial and operating support will range between $23,000 and $40,000 annually, depending upon the salary level prevailing for competent persons in the program area. Our preference is for the basic support of the program development office to be provided from budgeted funds or restricted contracts and grants. The direct costs of the programming generated should be, in most cases, obtained through fees, contracts, and grants.

Our experience demonstrates further that extreme caution should be used in establishing new programming units financed entirely by restricted grants and contracts. We would prefer that a minimum of one programmer and his support be funded from regular budgeted funds. When this is not possible, we would like a reasonable anticipation of restricted grant or contract funds for a period of at least three to five years.

We offer, in conclusion, no hard and fast formula for making decisions about adding new programming units. The more accurate the

information we can obtain about the suggested criteria questions, the greater the likelihood of a sound decision. But such decisions, in the final analysis, depend upon the value systems of the people involved--continuing educators, vice presidents, provosts, presidents, chancellors, board members, legislators and governors for public institutions, and leaders of and spokesmen for the interests of diverse citizens. In a real sense, the program of continuing education emerges from the interactions between these groups.

DECISIONS AND ISSUES AFFECTING THE SUCCESS OF A CONTINUING EDUCATION PROGRAM

Harold F. Holtz, Jr.
Governmental Training Division, Institute of Government
University of Georgia

My perspective for these thoughts is based on our experiences in providing continuing education opportunities for local and state government officials. There are many decisions of a qualitative nature which must be made for any program. Some of these--program design, execution, evaluation, and clientele feedback--will not be discussed. While these are important issues, I want to discuss with you those issues I believe to be most crucial to the success of your program. The only assumption I am making is that there is already a commitment by your institution to have a public service activity.

At the very heart of discrete programming is the development of an environment which (1) secures general acceptance of your institution by the clientele and (2) generates program ideas. The environment we attempt to create is a close partnership between ourselves, the faculty and, most important, the clientele group we want to serve--whether it is someone in City Hall, the courthouse, or the State Capitol. If you can create the right environment, you have won the major battle; but it is hard work.

One major decision is: How do you sell yourself to the clientele? There is nothing magical or really innovative about selling your program. What you are trying to sell is your genuine interest in helping, your capabilities at a very practical level, and your availability to respond quickly. Obviously, you do not sit back in your office waiting for the telephone to ring, a letter to arrive, or a client to run in asking for help. Your professional staff must be the aggressor. Camp out on the clientele's doorstep. Get to know the clientele by being on the telephone with them and getting out of the office to see them. (I had major difficulties with our fiscal man my first year because of my long-distance telephone bills, but the telephoning paid real dividends.) There is no better way to exhibit interest than regularly expressing it, but we often neglect this. Once the clientele is convinced of your sincerity, you are ready for business. However, don't expect this to happen overnight.

As an example, we decided several years ago to offer our assistance in developing training opportunities in mangement development for state government officials. We camped out in Atlanta with the Director of the State Merit System, his training chief, and all major state department heads and their top staffs. I'm sure some of them felt "politicked to death," but we convinced them of our sincere interest. We continue to visit these people regularly to reaffirm our interest in helping--as witnessed by my ninety-one trips to Atlanta alone last year. Our partnership has grown with the largest state agency, the State Department of Human Resources, to the point that they fund one-half of the cost of one of our professional staff members. Incidentally, who you deal with within the clientele group is also critical. For example, some training officers in individual agencies, unfortunately, have little input in many major training decisions. By working with top management and keeping the training office informed, we have in effect played a major role in selling training for the training officer. Also, some statewide organizations in relating needs do not always represent the best interest of individual rank and file members.

A second major decision is: What kind of staff do you employ? Please select bright and knowledgeable professionals who can relate well at a practical level with the clientele. A staff member who does not possess state-of-the-art knowledge or who does not equip himself through outside reading, researching the literature, or belonging to professional societies is an albatross around the neck of the service unit. A staff member who does not have knowledge of the field through direct work experience or by way of building up equity with the best field practitioners will not be able to capture discrete program ideas which arise in the field. I firmly believe it is extremely difficult for most teaching or research faculty members to function on a regular basis as the focal point for a service program with the pressures of achieving and retaining academic rank.

It is equally important for staff members to develop optimal professional linkages with professional associations representing the clientele. In addition to being members of such groups, the staff must visit state and national offices to inform them of your services, as well as attend and participate in state, regional, and national conferences. The better the linkages, the more effective the results in discrete programs. For example, in our municipal training program, we have not only developed a partnership with individual cities but have a close relationship with staff personnel in the Georgia Municipal Association, the National League of Cities, the International City Management Association, and many, many others. As newly emerging and developing programs occur with accompanying problems, we are certain to learn of them early and receive suggestions on potential program ideas. In the case of federal revenue sharing, we were able to secure advanced copies of preliminary guidelines. After reviewing them, we recognized many potential problems, which led us to design and conduct an educational television program and prepare 16 mm films to distribute statewide to explain in advance what each city and county should and should not do.

Finally, once the partnerships are developed, specific needs, many of which you may already know, can be determined and potential programs discussed. In deciding the scope and thrust of the activities to be offered several questions must be asked:

--In which areas can the institution make a major impact?

--Can you respond on short notice?

--Will you be able to respond well? Remember, it often takes only one unfavorable experience to dampen enthusiasm on both sides.

--Does the discrete program idea have real utility to the clientele?

If the proposed discrete program idea is "go" at this point, two major decision barriers are yet to be passed. One is clientele commitment and acceptance of the specific program; another is the availability of funding.

Let us first look at clientele commitment and acceptance. A large number of sound, discrete programs needed by the clientele have died only because the program had no acceptance or commitment from the clientele group. Adult groups can be led into change and "newness," but only with the professional staff member's skillful fingers clothed in kid gloves. It is possible for the staff member to get so far out in front of a group that he disappears from sight. When that happens, the group is "lost" and acceptance plummets to zero. Do not push the clientele too far to your position in initial programs. It is better to meet somewhere in the middle instead of losing the group--as long as the compromise is educationally sound and you believe justifiable, if not exactly what you think they need. Recently, we initiated a program with a city after discussions with the mayor and chief administrative officer in which the city agreed to initiate a new training program for all management personnel. Because of the subject matter in the program, we felt it was imperative to begin with all department heads, and they agreed. However, when the first session was attended by only a few department heads with other staff members we decided to cancel the remaining sessions until the "right" personnel could be secured.

Turning finally to the availability of funding issue--this is the stern judge under which you must pass in final review. Funding usually boils down to a "go/no go" decision. From our experience, it is better for all concerned to make the funding test come sooner instead of later. There seems to be a special nausea which comes when a discrete program has to be aborted due to a lack of funding at a late date. We are convinced that, in most cases, you can convince the clientele to pay for a program, if you have developed the partnership and sold them on the need. However, you may receive much quicker acceptance if you can find supplemental funding to assist in at least part of the costs for initial programs. Suddenly, you may become a hustler sometimes seeking federal funds--but that's a whole story in itself. Good luck!

PANEL DISCUSSION

(Summary)

Following the presentations by individual panel members, there was a short period of open discussion. General topic areas and pertinent points are summarized below.

Phasing Out Programs

J. W. Fanning commented that the strategy for de-emphasizing or phasing out specific programs is complicated by tradition and deep-seated relationships. It may occur through (1) gradual diminishing of the particular thrust, (2) absorption into newer or more encompassing programs, or (3) reorientation or redirection of program thrusts of lessening significance.

Differentiation between Service and Education

Dr. Ellington noted that direct service is not a principal university function and that the emphasis must be on education; education is changing the behavior of people. Dr. Fanning felt that service from the university should be education--which can be delivered in a variety of ways. Mr. Holtz cited technical assistance capability as essential and bound to follow continuing education efforts.

Coordinating University System Public Service Units

Dr. Howard Jordan, Jr., Vice Chancellor for Services, University System of Georgia, explained that the University of Georgia plays a "big brother" role to smaller institutions. Special publics are served. Georgia State University serves an urban public and the Rural Development Center serves a rural public. No system unit has an exclusive "trade area," problem area, or clientele category. The public service delivery system of the University System is flexible, and it is understood that mutually cooperative and supportive relationships are essential.

Private Institutional Relationships to University System Public Service

Vice Chancellor Jordan said that direct associations existed through Title I and Title VIII and through the 1202 Commission which has been appointed in Georgia.

State Funding

Vice Chancellor Jordan explained that public service funding is part of the System funding package from the state legislature, which is in turn dispensed to System institutions, each of which has comparative autonomy in utilizing its funding allocation. Although special attention at the System level is paid to the C.E.U. funding formula, each institution is basically responsible for its own internal allocation of funding.

Miscellaneous Comments on Approaches to Public Service in Urban Areas

The Cooperative Extension Service relies on research and cooperation with other units such as

the Institute of Community and Area Development. Dr. Ellington suggested the possibility of inter-unit joint-staffing off campus as a way to take problem-solving expertise into the field to provide a closer and long-term source of competence and service.

Vice President Younts said that the Inter-University Urban Cooperative provided an umbrella-type vehicle to help coordinate private and public institutional interests in the solution of urban problems in Georgia. Dr. Fanning concluded that continuing education generates new problems and thrusts; there are problems of identity for an institution as it decides whether to help resolve particular kinds of problems and issues.

SESSION V—INTERNAL PROBLEMS SYMPOSIUM

ORGANIZING TO ACCOMPLISH THE PUBLIC SERVICE OBJECTIVES

C. Brice Ratchford
President, University of Missouri

In the very beginning you are entitled to my philosophy about organizational structure. The administrative structure is a tool to accomplish the program objectives. It can and indeed should be changed from time to time, and this should be accepted as a normal course of events. It is unnecessary to remind this group that good people who have a common understanding of the goals to be achieved will produce excellent results regardless of the administrative arrangements.

While there are variations due to size, mission, and special circumstances, most colleges and universities--public and private--are organized in essentially the same way. The basic unit is the department, usually organized around a discipline. Several departments are organized into schools or colleges which in turn are organized into a campus labeled a university. This structure was developed through trial and error to accomplish several objectives. The primary one was enrolling, training, and certifying the competence of resident students. The second objective was collecting the scholars of similar interests into an administrative unit for the purpose of preserving past and creating new knowledge. This organizational structure has resulted in strong advocates on a national and even international level for the several disciplines. I find nothing wrong with this particular advocacy role. The organizational structure has worked remarkably well for achieving the objectives for which it was created. It is far from perfect, though. Flexibility and multidisciplinary activities are seriously restricted. All major universities are trying to find ways to bypass the structure, without violating the main features, by establishing programs in general studies and multidisciplinary fields.

While the existing structure functions to grant degress and preserve the disciplines, it is not well suited for either mission-type research or extension. If one were developing the ideal sort of organization to accommodate these missions, he would produce something quite different from the present university structure. The objective in mission-type research and extension is to help people and institutions solve problems and achieve a different kind of goal. Seldom are the problems and goals related to a single discipline. There is considerable meaning in the old cliche that people have problems and universities have departments. Effective programs in the public service arena often require not only a multidisciplinary approach but also individuals who are more broadly oriented than the regular faculty, individuals who can understand the problems and goals and find the relevant information to help provide answers.

Institutions have tried almost every conceivable structure to overcome the weaknesses in the basic university structure. Institutes and centers have been established. Some universities have even tried to establish parallel organizations. The administrative structures of universities have varied from making the leaders of the various organizational units almost independent of the university to being parts of the central administrative structure. Unfortunately, there has been no significant evaluation of the administrative or organizational forms which have

been tried. Further, the missions of the several types of institutions are very different. For example, consider a major land-grant university's mission vis-a-vis that of a private university. The university system, a rather recent phenomenon, is another variable. Yet another factor is the increasing power of state coordinating boards.

Some dozen years ago, a group of institutions which had great similarity decided independently of each other to reorganize their extension activities. I am referring to Wisconsin, Iowa, Missouri, Nebraska, and Oklahoma State. Different approaches were tried in each of the states. The universities have kept in touch with each other, and it appears that there are a number of conditions which must prevail for a public service delivery system to work. I am convinced that the following basic conditions must exist in an institution regardless of organizational framework:

1. There must be a strong institutional commitment to the function. This relates to the prestige given the public service functions. It derives from policy statements, but more importantly from the location of the leadership within the administrative structure and its authority. Most important of all are the priorities on funding. If public service functions are receiving only the residue of funds available, the flowery policy statements and the title of the leader make little difference.

2. The rewards system for the individuals who choose to devote their time to public service functions must offer the same salaries and job security available to those involved with more traditional university activities. It is only recently that faculties are recognizing that excellence in public service should be rewarded as well as excellence in teaching and advising graduate students. Extension workers have griped, and with cause, for years that they were not being treated fairly under the university rewards system. The extension workers are not blameless. They have criticized but have not developed cirteria for evaluation which would be equivalent to, say, three articles in refereed journals in the last three years. I am convinced criteria can be developed.

3. A public service program to be effective must be continuous. It must be continuous in order to develop continuing rapport and communications with the student body it serves. The student needs to understand that there is always a place to go for advice. Extension, much more than research, is penalized by stop and go efforts. A research project can be written to explore a very specific question. Graduate students or undergraduate students can be involved in the process. The investigation can be wrapped up in a stated period of time without severe repercussions to staff because many of the research projects are geared to the time span a student will be in school. Obviously, a program's continuity depends upon a stable source of funding. This is not to say that extension cannot make use of short-term grants. Indeed, it has not been sufficiently aggressive in most cases in seeking such grants. However, they need to complement a very stable base of funds and personnel.

4. In spite of the difficult organizational problems, the public service function should be integral to the university. If it is pulled away as a remote administrative tether, the university has no greater advantage in performing public service activities than does an agency of the federal or state government or a proprietary firm. The extension programs must use the knowledge base of the university. Further, extension must have the objectivity and academic freedom that is part of a university.

5. The system must have permanent off-campus staff who interreact regularly with the consumers of the service--students. We have not found a complete substitute for a teacher in the classroom. The same is true in extension activities. The staff perhaps will have some different characteristics from the regular teaching faculty, but in essence it plays an

identical role. A large number of people who need the services will not come to a campus and, further, the campus is not organized to accommodate their needs.

6. The institution must develop a quite precise definition of the role and scope of its public service or extension activities. No university can be everything to everyone. Indeed, part of the weakness of the past has been the extension division's attempt to solve any problem for anyone. The program must have specific goals, an indication of who will be worked with, the academic level of the programs, and answers to a host of related questions.

I have stayed away from the main topic, "Organization," for as long as possible. In doing so, I am admitting my uncertainty on this subject. I thought about developing a model which would meet the usual criteria outlined by experts in administration. I finally gave up and decided to rely on my own experiences.

Fourteen years ago I was given the assignment to organize a campus for a university-wide extension program. Four years later, when the University of Missouri developed a four-campus system, I was given the assignment to organize an effective extension program for the system. Twelve years ago I had all of the answers. In fact, I made speeches in a majority of the states, outlining quite precisely how the assignment could be accomplished. As late as four years ago, I had most of the answers. Now I am not sure. I decided to go back to my feelings of at least a half dozen years ago and outline some rather specific suggestions so that we can at least have a lively discussion. Incidentally, the reservations I have developed in the last four years relate to the increasingly powerful forces external to the university and their possible influence.

I must say that in carrying out the two assignments I was given, I had the backing of two university presidents. They defended me and extension internally and externally. They did find funds to enable us to move ahead at a fairly rapid pace.

Now, as to the question of organization, we face a problem, since both single campuses and university systems are represented in this group and since the university systems are not homogeneous. All of this, however, makes the assignment more challenging; I am bold enough to offer some concrete suggestions regarding organization.

1. The university, whether a campus or a system of campuses, should have a coordinated thrust. There are both defensive and offensive reasons for this. From a defensive point of view, it is important not to confuse the students. I think the single event which caused Elmer Ellis of Missouri to decide he would have a coordinated thrust was five colleges of the Columbia campus sending representatives 250 miles to a meeting attended by 25 people--and none of the five colleges knowing the others would be represented there. Apparently, it was a "donnybrook" and clearly the University looked foolish. Offensively, the total university is needed to solve the problems of students and help them achieve their personal and professional goals.

   There must be within the university a leader, in a spot and with a title and with the administrative clout, to achieve coordination. He must have a major voice in the allocation of resources within the public service area. After all, this is where he derives his clout.

2. I find no suitable alternative to the basic model pioneered by Cooperative Extension. I am clearly referring to the major concepts of this activity and not the details of subject matter or internal organization. This model included faculty within regular academic departments who were responsible for validity of program content and training of field staff. The field staff, or county agents and home agents as they were once called, integrated the information from several departments and related this to their particular student bodies--4-H Clubs, women's clubs, farmers, business organizations, and governmental units.

If this model is applied to the entire campus or a multicampus system, it means that every department accepts public service as part of its responsibility. It means having one or many of the faculty paid full- or part-time to do extension work. The department chairman accepts the responsibility for the program. Those departments with a major program in extension usually assign a person to act as assistant department chairman for the extension function. At the school or college level, the dean's office accepts the responsibility for the extension function. Again, it usually is necessary to have some person on either a full- or part-time basis responsible for the extension function. At our institution, we now have in almost every college an assistant or associate dean who is responsible under the academic dean for the extension function. At the campus level there must also be a leader working directly under the head of the campus. In the case of a university system, there also needs to be a person in the office of the chief executive who has the responsibility for administering the extension function and serving as its advocate.

I indicated earlier that an off-campus staff was needed. The old agricultural extension model employed only people with degrees in agriculture and home economics. The staff for the type of program we are discussing should come from many disciplines, be not only agriculturalists and home economists, but also engineers, people trained in business and public administration, professional educators, community developers and planners, artists, humanists, and, yes, even people trained in the health sciences.

The minute you start thinking of this mix, the organization by county, which was a major component of the agricultural extension model, breaks down. In our own case, we have organized 115 counties into 20 administrative units. In a few of the more highly specialized areas, a single field staff member may serve more than one.

The off-campus staff plays three roles, one as a teacher, the second as an arranger and expediter, and the third as a source of feedback to the campus on problems of the "real" world. Parenthetically, these are beginning to play a fourth role, which I feel should be emphasized. This is the role of serving as a teaching staff for work experiences. These roles need to be understood by the off-campus staff and the faculty they relate to on the campuses. The academic competence of those with teaching roles should be ascertained or confirmed by the appropriate academic departments. Further, there should be a channel of communication between the departments and their counterparts in the field, because departments should accept responsibility for training and for supplying teaching materials and the back-up--the counseling and handholding.

Special problems exist in a multicampus system. At the University of Missouri, the Vice President for Extension administers the off-campus staff, which represents all four campuses. While there is strong pressure from the campuses, we have rejected a geographic assignment for each campus. While we have three colleges of education, we find that their interests and capabilities are different, and all three are useful statewide. It is necessary to develop coordinative arrangements, which is fairly simple to accomplish. I will expand on this if you are interested in the discussion session.

I have outlined very briefly a model which I have seen work. The question I cannot answer is whether it is the optimum model. As I said, I have had some reservations develop in the last four years.

Fourteen years ago the University of Missouri was the only institution of higher education in the state doing anything significant in extension. Now almost every college--public and private, junior and senior--is in the act. Further, we have about twenty-three open universities in operation in the state, several being proprietary and several others being institutions from out of the state. The General Assembly is very properly raising questions about duplication. We have tried every means we know to coordinate our activities with those of other colleges. In several cases we have even located our field offices on the campus of another college or university. We have tried joint appointments for field staff with other institutions of higher education. I would have to say that none of these devices is really working.

There are real pressures to put all of the public service activities directly under the operating control of the state coordinating board. I resist this on the principle that the coordinating board cannot be tied effectively to the basic academic unit--the department. I realize this argument wears thinner and thinner as we move to larger and larger multicampus university systems. I do see my role, however, as quite different from that of the head of the state coordinating board. My job is defined as the principle administrative and academic officer of the University. The job description of the head of the coordinating board is defined as coordinator of higher education. I do accept the fact that there must be some fairly precise rules of the game developed and enforced. Frankly, I do not know what they are.

I would guess that the situation in Missouri is not very different from that in most other states. This session is limited primarily to the state land-grant universities. I guess that in every state there has been a significant move into this arena by other public institutions and private schools. I hope that some of you are developing better answers than we have derived and that you will share those with us.

THE INTERNAL IMAGE

Eldon L. Johnson
Vice President
University of Illinois

Caught between organizational matters (President Ratchford) and resource-allocation (Vice President White), I am left with the miscellaneous internal problems of extension work. I am reminded of the professor's wife who was heard saying, "No, he is unavailable because he is translating his book into Japanese and has been hung up for three days on 'nitty-gritty.'" My experience and temperament qualify me only to see if the nittiest-grittiest have any threads of cohesion, hopefully for a new perspective.

Viewed in that way, this topic may well be the most important on the agenda. I call it "the internal image." In an internal report seven years ago, I began, as the very first words after the introduction: "Academic personnel come to extension education and public service responsibilities with misgivings and some reluctance. That is the most pervasive and intractable problem of all." I am glad I did not yield to some strong advice to delete or say less, because that may be the only enduring thing the report said. What to do about it is the proper sequel; and it will occupy the remainder of our lives.

Beyond treatment of the general status or the ambience in which we work, I shall deal with related and sometimes derivative problems of career development, professional incentives, responsive and realistic programming, and quality control. This will lead to some concluding observations, far short of remedies.

General Ambience

The central, determining characteristic of the extension function is its marginal role as perceived by the academic community. It is peripheral, not central. It has been called "the **third** function." This is not a fact to be immobilized by, but it is a fact to accept--to accept, although not to approve. Such realistic recognition will contribute both to understanding and to whatever remedy is possible. The status of "extension," the internal image, stirs and shapes all else we can identify as internal problems. Among the status indicators of the extension function are these:

1. the literature deficiency. (An incredibly small amount of hard data, and even less theoretical treatment, exists as compared with other university functions.)

2. faculty resistance or indifference. (This has been singled out as the No. 1 stumbling block in almost all the studies which have been made.)

3. the assumption that it is competitive with, and subtracts from, research and writing, to say nothing of teaching.

4. dependence on "surpluses" left over from other functions, whether instructional time, or space, or funds.

5. unequal treatment of students and faculty whenever they are caught in an "extension" category.

6. the common and often popular suggestion to "let somebody else do it," somebody else being another part of the university, an entirely new institution, or a professional association.

7. the widely-accepted but unexamined ideal that public service should "pay its own way," rather than share equitably in the basic institutional funding.

8. general absence from centers of academic power and financial clout.

9. the extraordinary ambiguities which pervade every feature, from style of organization to whether there is an identifiable profession.

10. the derivative, fall-out theory which says that teaching or research **is** service (i.e., the latter needs no explicit attention).

11. the "state papers," both of the universities and their national spokesmen, which "forget" to mention the function. (The higher-education theses of the American Academy of Arts and Sciences found space in one item out of a total of 85.)

The place for us to start is with the realization that "ever it was thus," to which we may safely add, "and ever will be." The histories of individual universities show it unmistakably. Speaking about the "ambiguities and impossibilities" which plagued extension education begun by President William Rainey Harper at the University of Chicago, as a coordinate division in 1892, a recent historian says, "The troubles which almost destroyed University College in 1906 can by no means be regarded complacently today as the quaint problems of a remote and barbarous age. Their implications are still cogent factors in the present scene." The "nagging and unresolved problems" of yesterday are also the unresolved problems of today, and will be tomorrow. How we live with them, ameliorate them, and maximize results despite them——that is the challenge.

With predictability, the dominant component in the general status picture recently reappeared as the **first** of seven "real obstacles" to CATV for continuing education. It was there labeled "faculty resistance." It would be interesting to know whether there is **any** study which has not put this attitude as the first problem-maker. In looking at what had been learned in the first 18 years of extension experience which began at Cambridge University 100 years ago, the British chronicler said of college professors in 1891, "their time was so occupied and their energies tasked by their daily work" that their help was precluded. In 1908, Wisconsin's Director of Extension wrote to President Van Hise: "While the instructors of the university are cooperating with the extension officers cordially, several difficulties confront us," and from the cordiality of the difficulties, he deduced that special teachers should be employed "as rapidly as possible." In view of this history, there is no point in further taxing my rhetoric and your time with the overly-familiar components of faculty inertia. It all adds up to a lower priority for service than for instruction and discovery——to its weaker claim upon a portion of that 100 percent time which limits every professor. If this is our worst obstacle, it is most in need of examination.

The faculty view is not irrational; indeed it possesses much logic. A university is finite. It has a special task. It compresses life and experience. It operates from a home base, where the resources are effectively aggregated. It follows, therefore, that as we move in concentric circles out from the core, we not only extend but attenuate. Everybody agrees that at some point we should call a halt, but all may debate about where that point is. The core is more important than its extensions. The most important question for the professor and his university is how he is to spend his time, how to divide up his 100 percent. How he answers is an amalgam of tradition, values, and rewards. It is an attitude, embedded in a rich professional culture. Within bounds, it is true that whatever he does here he cannot do there: hence his necessarily invidious priorities among the fiercely competitive claimants on his time. If extension comes off badly, we have two kinds of recognition we ought to seek: (1) what is amenable to intervention and change and (2) what

is immutable and had better be accepted. Much rhetorical blood has been needlessly shed over lower versus higher priorities, when the university mission clearly encompassed them all and regarded them as complementary rather than competitive. Our frustration is not in **not doing** but in **not doing better**. We can surely live with that.

Career Development

Let us now turn from the general ambience to career development. Again, the internal image influences, or may even seem to determine, whether the extension function becomes a career line of its own, with lifetime progression, as well as co-equal with the parallel functions in the university. Sometimes extension workers are resident in the field, far from the norm-setting campus faculty. That tends to produce certain career results. Sometimes they are engaged in what others might call sub-university work. Sometimes they perform duties which are dead-ended. Sometimes they work with new-found colleagues who are imported from the outside. Many are part-time, with career line elsewhere. Almost always, they are non-traditional in some way; and it is instructive that we have accepted "non-traditional" as including ourselves.

It is not surprising that in a university which has its staff divided into academic, nonacademic, and the in-between personnel called professional-technical (or administrative-professional-technical), extension personnel fall into the same three categories. The debate lies in what proportion of the professional staff should be in the academic category in view of the fear that consignment to the neither-academic-nor-nonacademic category is second-class. The irony is that despite the heat about the subject, there is almost no light——limited hard data on what the practices really are. One can get a global glimpse but not much more. For example, regarding use of academic rank, only eleven of the fifty state Cooperative Extension Services employ the conventional faculty mode for their field staff, and these, except for Ohio and Oregon, are the smaller state organizations. Obviously not all the campus-based extension people have academic rank, but the proportions are not available; and one can quickly observe that every conceivable combination (including less than one employee) is employed somewhere. Furthermore, this variety has often been chosen by extension administrators themselves. Specialist titles, simulated rank ("with the rank of _____"), or four-rung ladders different but paralleling the academic ranks are common. Particular universities are influenced by what they also do with certain librarians, certain researchers, and certain administrators. Cooperative extension services are influenced by practices in other states, the existence of a national governmental career system alongside the academic system, and perhaps, in some cases, whether the land-grant university thinks it must visibly rival the non-land-grant state university. In other words, anyone who wants to know whether academic rank, or any other single classification scheme, should be uniformly insisted upon will gain little insight for national practices. More than one plan works, and so long as a university has support-service types of personnel (para-academics, or professional but not "academic" in the conventional faculty sense) who are not accorded academic rank, then some extension personnel are bound to be similarly treated. This treatment would not seem to be discriminatory, or demeaning, unless one believes that this is another case where "separate but equal" should be outlawed. That argument seems less valid in a system built on classification. If it is any solace, neither does the university know how to rank its house staff in hospitals, its in-house lawyers and architects, and its computer wizards. In any case, you and I are not going to solve the problem today——or even agree on how to do so if we wanted to try.

The more important questions are: is some organic linkage severed; is connection with subject-matter home-base unhooked, jeopardizing the extension goals sought; is there a lifetime progression, if not a profession, which will be uplifting instead of demeaning in the extension worker's career? A respected colleague in cooperative extension tells me that the personally-secure type of worker asks for supporting services to get the job done, while the insecure is likely to ask for status. An effective

career service can build results-oriented rather than status-oriented personnel; therefore, the quality of internal personnel administration becomes extraordinarily important. Among the common deficiencies are the absence of clear lines of promotion and of a corpus of introspective knowledge about the field, capable of transmission. As a result, a deficiency in training also occurs, both pre- and in-service, in using that knowledge which can build career lines for a lifetime. This is unfortunate because professional **growth**, with avenues to it, is the key both to morale and to performance.

Professional Incentives

The internal image also helps shape professional incentives. A recent doctoral study of the determinants of almost 600 faculty salaries in a large university showed that among seven factors "extension and service" ranked last; and among the seven, there was no common ordering, except that extension was so consistently low. The internal image also often produces the invidious distinction of dual compensation patterns: the "regulars" with "regular" pay and the irregulars who either defected from the academic temple for overload pay or escaped competition with the temple because of outside or part-time recruitment. The regulars look upon overload as an erosion of the base, much as we all do when we read a social item which says, "She is a part-time model and a full-time mother" (except that the glamor is missing). The internal image also tends to impose a single method and standard for professional preferment, whether salary advance, promotion, tenure, or other recognition, weighted understandably both in representation and criteria in favor of the majority regulars. Equity supposedly lies in evaluating every person in terms of his particular duties; but since criteria for the different duties rarely exist and by definition would depart from the norm, every difference produces an unintended throwback to the unstated, implicit criteria imbedded in the majority faculty culture, with regular teaching and research vying for first place. "**Regular** teaching" is the necessary phrase because there is also a telltale pecking-order even among **kinds** of teaching. A ten-year-old study concluded: ". . . teaching **in the evening college** frequently suggests professional hazards and penalties of such a nature that it should be severely limited, and if possible, avoided altogether."

Despite these drives and trends derived from the internal image, the results are by no means disastrous, as might have been assumed. What we again really lament is the shortfall from what might have been. Cooperative extension services have been better integrated with the regulars back in the departments and better accepted on career-determining faculty committees. Participation in extension is neither a necessary diversion nor a stigma. And even the roundly-cursed overload scheme in general extension is the backbone of much that is done, with commendable response from regular faculty. Probably typical of state-supported institutions, those in Illinois in 1972–73 were able to use regular faculty in 80 percent of their classes, with surprisingly equal participation from among the three top ranks.

While we speak glibly of professional incentives, we actually know little about them. Common sense and observation tell us that there are many non-monetary incentives, too, and some schools of organizational psychology put the heaviest emphasis on self-motivation and inner-generated creativity. Harvard Professor Harry Levinson has published a book called **The Greak Jackass Fallacy**, which attacks the hypothesis that man, like that familiar animal between carrot and stick, will respond only to reward and punishment. Frederick Herzberg thinks that work itself can be a motivational factor, along with achievement, recognition, responsibility, advancement, and growth. Douglas McGregor believes that, in Levinson's paraphrase, "commitment to objectives is a function of the rewards associated with their achievement . . . the most significant rewards being the satisfaction of self-actualizing needs." Although he probably does not know how peculiarly dependent extension rewards have been on the "jackass fallacy," this critic gives us implicit advice to use "the deeper emotional components of motivation," recognizing that "the most powerful motivating force for any human being is

his wish to attain his ego ideal," his measure of himself against his picture of his ideal best, thus potentially producing "a complementary conjunction of the man's needs and the organization's requirements." Such "meshed interests" ought more often to parallel our preoccupation with the stick and carrot as incentives.

Responsive and Realistic Programming

The internal image also sets up tension about who will do the outreach programming and about what is both realistic and responsive in terms of off-campus need. A study of evening colleges shows that the extension dean and the department head each thought **he** was the "creative program developer." This is merely a reminder of the never-ending interplay between academic and extension personnel in program planning internally, to say nothing of the third-party clients outside. Tapping the campus reservoir, attaching a conduit for delivery, and dragging it off far enough to do the job without breaking the contact--that's the trick. But there is a question prior to making the linkages, getting the right mix of inputs, and planning a program: that is, assessment of the need to which such a program is said to be "responsive." Assessing needs is an outside enterprise beyond the scope of this paper, but it is the other half of responsive and realistic programming. Much of what potentially lies ahead for extension under that overwrought label, "lifelong learning," is jeopardized from two sides: the traditionalists who prescribe the same old medicine regardless of the new patients and the non-traditionalists who sound as if they are selling snake oil. The "needs" discovered by the latter group are often so all-embracing and so inoperable for any conceivable university response that credibility is overwhelmed. When university education becomes indistinguishable from unstructured life experience, the non-traditionalists have run amuck. They also do a serious disservice to the university by raising unrealizable expectations, and to the extension function by further diminishing its already troublesome internal image. Exciting vistas do lie ahead, but that intensifies rather than removes the university's imperative need to target its efforts in terms of mission and manageability.

This area of hazard and neglect was pointedly addressed by Jack McBride of the University of Nebraska: "Somewhere, somehow, sometime, somebody had better start devoting some attention to the problem of how to get the viewer, the student, the one out there who needs all this information and education motivated to watch all of this programming we plan to send down the line." An Orient: "yes" to already loaded questions is an inadequate program base. And in continuing education, there is a crying need for continuity--**programs** as distinguished from snippets and pieces. Continuity was recognized as a deficiency as far back as the first International University Extension Congress held in London in 1894, when committees reported on such strangely current matters as comparability of extension and college work and how the former could be made "worthy of very definite University recognition." Such committees today would be calling it "flexibility," or that internal liberalization which puts the student first, with more access and less ritual. In other words, subject-matter linkages, more options with more blocks of continuity, needs determination, and flexibility of requirements all are needed ingredients of responsive and realistic programming.

Quality Control

At no place does the internal image work its will with more tenacity than in quality control in extension matters. Who maintains standards? Who does the credentialing and internal accrediting? Who assures that the university's good name will not be defiled? These are not irrelevant questions when we concede that a university is known for what it refuses to do as well as what it does and that what it does should be done well. Colonial universities in the British empire always had a "special relationship" with universities "back home," for monitoring, externally examining, and symbolically attesting to maintenance of whatever mystical standards the outer world seemed to hold. That dependency extended well into the

Commonwealth period, almost into the last decade, and while serving an initial need, it has also left a residue of preoccupation with status and prestige which has militated against the useful application of university knowledge to native peoples. In the same vein, we sometimes have at home the ingrained purist spirit about university knowledge which insists on living by the original texts, in the Greek, because translations are second-class. This pulling and hauling between the Source and the Translator became Chicago's history of the Quadrangle and Downtown, Syracuse's history of the Hill and the Valley, and some local analog which applies to all. Department chairmen are arbiters of their disciplines, and, likewise, graduate colleges are jealous guardians of quality control.

This is not a frivolous issue, however. Campus-based scholars do have legitimacy to confer. Indeed they alone **can** confer it, and they are also the ultimate resource base. Extension, by definition, cannot be wholly dependent, and its history shows disaster when it has attempted to be so. If we need any converting on quality control, we have only to listen to current euphoric exaggerations about libraries becoming colleges, the Peace Corps being a university, industries offering degrees, and raw experience equating education. Therefore, there seems no escaping some kind of university-wide togetherness, whether by joint appointments, departmental clearances, interlocking committees, or other of the common devices.

The challenge is to make this necessary interdependence serve rather than impede outreach goals, non-traditional student needs, and the amelioration of societal problems, to be positive rather than negative, forthcoming rather than grudging, to open and sustain channels of mutual aid, and to view excellence in terms of goals rather than labels or mystical verities. Quality is a vacuous shibboleth when it keeps the university from utilizing its full potential. As the Dean of Extension said at the University of Oklahoma almost fifty years ago, "The cost of a university is far too great for its services to be limited to the few who attend it." There can be no argument against quality-control, but it is worth arguing about what purposes and what ends quality control should pursue.

K. Patricia Cross has put it aptly: "We in education are discovering that Detroit is not the only establishment having trouble adjusting to the new needs of society. . . . If we know how to make Cadillacs, after all, should we be deterred by a declining market and changing social needs?" Like the Volkswagen compared to the Cadillac, she goes on, "college for the masses is not a watered-down version of college for the elite; it is a different kind of education with high standards true to its own purposes." Educational quality control, like other kinds, should relate to the product sought; and it need not, as someone said, accept "the ideal of interminable schoolboy status."

Conclusion

In my first draft of these remarks, I found myself analysing what can be done to improve the internal image. It is indeed more than a matter of cosmetics; therefore, I even had some suggestions for working within "the system" and meeting the faculty on their own terms of professional pay-off. But on long and sober second-thought, I have abandoned that approach because, however useful in a supplementary sense, it is not the real object of strategy. Since the image is symptomatic and reflected, the remedial thrust has to be directed elsewhere. The internal world has to be seen in the external context, and seen with hard realism. For example, extension is beset by ambiguity--organizationally, programmatically, and budgetarily. The oscillating relationships between extension and campus core are normal and inevitable. There is no use talking about them as weaknesses--or strengths, for that matter--because they are organic, in the sense of being built-in or life-dependent.

On the other hand, externally, the world is moving as never before to extended education, practice-related education, and problem-related services, and, remember, the outside world has been the historical source of major internal university change. Domestic and international

reports are inundating the academic world with new needs. Problems in the cities and in natural-resource utilization are making our case for us. Our universities are not denying our function; instead, they articulate, applaud, and accept it, including most of the faculty and certainly the administrators who directly sense the external realities. The frustration of the whole university community is in not knowing adequately how to meet the challenge. When and as the university increasingly moves to meet it, will extension be the ready, obvious, and competent instrument? Perhaps we can be sure only that meeting the challenge will not come as a blinding flash, like solving a puzzle. Instead, it will be an endless process--a striving, an accommodation, and an approximation. What we are trying to do did not originate with us, nor will it end with us.

An illustration is implicit in the quotation uttered on behalf of education "in every great town," to be "so ordered that the youth may spend some part of the day in learning or study, and the other part of the day in some lawful calling; or one day in study and another in business as necessary or occasion shall require . . . and if this course were taken in the disposing or ordering of colleges and studies, it would come to pass that twenty would learn where one learns now." That is neither the Carnegie Commission, Samuel Gould's report, nor an urban extension proposal. It is from William Dell, the Master of Gonville and Caius College, Cambridge University, and the date is 1650.

If I myself have belabored the internal image, to arrive at the conclusion that we have made too much of it, it is because we are in danger of evolving a convenient devil theory of extension administration: to justify doing less than we could and far less than we ought, while waiting for the devil to be cast out. Assumptions determine strategy, as we learned in Vietnam. To make the wrong internal assumption now may well put us in the wrong war for winning the future. If the Archimedes among us would put his fulcrum out there where the new expectations lie, he would surely move the internal university world. And as improvement of image occurs, as a by-product instead of an object of strategy, we should keep steadily in mind that it rests on mutual respect. Therefore, among the obvious ingredients are superior personnel and tasks well done, both persistently applied over time. There are no short-cut rites of exorcism.

TWO THOUGHTS ABOUT MONEY

Thurman J. White
Vice President, University of Oklahoma

To what extent should tax dollars be used to pay for higher education, including continuing education?

The question assumes that the bill for higher education, including continuing education, will be met from a variety of sources. Sometimes the money will come in the form of tuition reimbursement under company or union plans, sometimes out of the family bank account, sometimes under contractual arrangements made by a company, an association, or a congregation with a college, sometimes with funds from a philanthropic foundation sometimes from local, state, or federal taxes, and frequently from a combination of two or more sources. Throughout his lifetime, an individual may learn at the expense of all funding sources. This is the present situation and, as the lawyers would say, stipulated at the outset of the consideration of the central question. Furthermore, an additional concession is made to all my colleagues in public institutions who argue that with a voting age of eighteen came adulthood and thus made moot the concern for tax support of continuing education. These respected colleagues are willing--nay, quite properly are avid--to admit qualified people of all ages to day and evening classes which are taught under some kind of historic head-count formula. My respected colleagues have come a long way in a short span of time to find people of all ages acceptable in their classrooms, and I applaud their conversion for whatever reason. Parenthetically, it may occur to less generous observers that the lower voting age may not have been as academically compelling as the shrinking pool of high school graduates. But my concession stands.

Put as many people of all ages as you can into the day and evening classes of any college. Collect all the public monies historically allocated to such students and then pause for an hour or half day to reflect on what has been wrought. In the battle against ignorance, such an approach is not even as effective as sniper fire--and this is the atomic age. In the universal love for the life of the mind, the chance to grind out a few more courses for a baccalaureate is a single flower in the garden of opportunity. Bluntly put, the mission of higher education is to provide a lifetime of learning for all who complete high school or its equivalency. Anyone who has thought about this mission for thirty seconds knows it cannot be done by the superficial expedience of moving nine o'clock morning classes to the evening hour of six-thirty.

May I interrupt myself? Lest anyone forget, professors have finished high school. The mission of higher education to provide a lifetime of learning for all who complete high school includes them too. We put in the euphemism of research, but it amounts to the same thing; learning by professors is a part of the mission of the university. It seems trite to say it, but research is to teaching as is sin to confession; without it, not much can be said.

So stipulating that higher education may be funded from several sources and conceding that back door funding is available in evening classes, the question of public support from tax dollars is still before us.

Some Programs Deserve Complete Tax Support

I take it for granted that tax dollars should be used for the total educational support of the poor, the needy, the underprivileged, and those who suffer economic discrimination. I also take it for granted

that tax dollars should pay substantially all of the cost of preparation for entry into the first vocation or profession. But from there the question becomes more difficult.

For example, why should I pay any more taxes to educate my neighbor? At this time I can only identify two reasons--to make him a better parent (like I am) and/or a better citizen. In either case, we both win. When we both win, society wins, which is the reason for taxes in the first place. So I will gladly pay taxes so he can learn to be a better parent or a better citizen, and he will enthusiastically do the same for me. To help him make more money is no part of my tax incentive, and I am certainly no part of his design for raising incomes. We are both college graduates and middle class in America. For us, I know exactly where our tax money should go--to make both of us better parents and citizens. We devoutly want to be better parents and citizens, and a few tax dollars in that direction will pleasure both of us. Quite likely both areas represent collegiate programs in continuing education of such pervasive social value that they deserve complete tax support. May I illuminate the point with a somewhat longer discussion of one of them?

Speculating about the possibilities of an improved citizenry through higher education has provided me with a fascinating way to spend time between office appointments. Every day it becomes more urgently clear to me that Jefferson was on the right track when he observed that a government of the people will inevitably fall if left to an ignorant people. Part of my clearing vision comes from reading the daily newspapers, and while I readily admit they mirror ourselves somewhat darkly, even muddily at times, all of us have a common experience in the daily paper. Let me suggest that here is the source of our strongest impressions about the problems of greatest common concern and therefore problems to be addressed in a public program of education for citizens. Free your mind momentarily from the incidental events in today's headlines and recall the preoccupying themes of the times.

Let me suggest an item to start your cerebral juice: public confidence in public institutions and public officials. Something has happened to the trust and faith of John Q. Public in the presidency, both at the federal level and at the institutions of higher education. This is transparently important to every one of us. But keep in mind, please, the same erosion and ebbing of trust and faith is daily revealed in the institutions of marriage, the church, the school system, health care, the courts, and the economic system we know as capitalism. Do I have an overly optimistic view of education to speculate that faith and trust in public institutions is based on informed values instead of ignorance? Would you be completely turned off by an opinion that a candid examination of our institutions under the leadership of professors would bring forward the enlightened consensus necessary for institutional reformation?

All I am really asking is do you still have faith in the rational process in the affairs of men? I do. I still believe that the mind of man is superior to his emotion and instincts. Quite possibly I am wrong. History in the political arena is replete with men who would rather have their way than be right. But history really teaches that reasonable and rational leaders ultimately prevail. Reason has survived and is thus the basic element of governance to be nurtured--which brings me to the point. Trust the professors. In our society, so far as I know, they are still--with exacerbating exceptions--the hard core of people who would rather be right than to have their way. They are our civilization's best bet to move rationally through the period of institutional uncertainty. So now it seems to me that when faith and trust in institutions has dangerously weakened, we simply resort to a higher faith and trust, we turn to the people who have made a life of learning and ask them to share their way of learning in order to find the rational way of institutionally relating ourselves. We would do this because we believe the rational way is the most humane way--not the emotional way, though it has precedent, not the might-makes-right way, though it too has precedent.

Let us now look at the cost of citizen rule with reason. In the United States everyone has a vote--135 million of us. Ten million of us are in college, where presumably we are learning the

exigencies and issues of public life. That leaves 125 million who are daily faced with public issues without rational assistance in thinking their way through the issues. Seventy percent have the equivalent of a high school education and at least on paper are ready for a collegiate experience. Mathematically, that is 86.5 million ready people. Now assume for the moment that all have a moving concern about public problems, about inflation, about equal opportunity in employment and education, about the deficit in international trade, the fantastic famine in India and Africa, the vulnerability of our persons and property to criminals in our neighborhood, and various other threats to our good life. What will it cost to give the nation a rational approach?

Put in educational jargon, we need to figure the cost on a basic student-teacher ratio. If we use 25 students as a typical group, we will need professors for 3,480,000 groups. How many groups can one professor handle? The answer depends mostly on how much time he gives one group. Since the smallest number in our mathematical system is one, the least a group can get from a professor is one of something. And the smallest standard unit (well, almost standard) in higher education is the continuing education unit. It represents about a day and a half with a professor, so give the professor his usual preparation and follow up time and each group gets five professor days or roughly one week. How many groups per professor per year? Fifty-two is the number of weeks per year but not the number of groups. By the time you subtract vacation time, holidays, weekends, and bad colds, the best estimate of work time during the year is 200 days. Given 5 days per group, it now follows that one professor can handle 40 groups, and from this we determine a need for 87,000 professors. Presumably most of the 87,000 would be added to the approximately 600,000 faculty members presently employed by the institutions of higher education. Using the average salary rate of $13,000, we come to an instructional budget of $1,131,000,000, and by adding money for supporting personnel and service we arrive at a total annual outlay of approximately two billion dollars. Federal budget watchers will tell you that the Secretary of Defense may drop that much money in rounding out the figures for his annual budget request. Even so it seems like a lot of money. If the stakes were smaller it might very well be too much to give a second thought. But the stakes are very high indeed. If the cultivation of rationality in public affairs is the best long range counter-force to crisis and chaos, who can think of a more important use of our tax dollar?

Part-Time Students Deserve Some Tax Support

With this question we leave the proposition that there are some collegiate programs in continuing education which deserve to be fully supported from taxes. Now we turn to the larger consideration of the financing of all programs in higher education. Let me begin by carefully noting that institutions of higher education have recently become institutions of adult education. Dropping the voting age to eighteen did that. Our finance officers know this probably better than any of us because more and more young people are declaring themselves independent of their parents and thus establishing themselves eligible for in-state tuition rates, loans and scholarships based on need, and otherwise impinging on the traditional financial structure of higher education. So great is the movement to independence that one may now openly wonder about the years we have subscribed to the notion that adults should pay all of the costs for their further education. It seems just as likely that legislatures will move this principle downward to include eighteen-year-old adults as that they will move the principle of state support upward to include the thirty-year-old adult. We stand in a fair way to be hoist on our own petard. The consequences of instant adulthood for all of our students are only dimly perceived as of this moment, but it is abundantly clear that changes will occur in the financial base.

Instant adulthood is but one of the changes in the student body which have financial implications. Another change which promises a substantial impact on finance is laconically taught in the title of a new ACE publication. The title is "Financing Part-Time Students: The New Majority in Post-Secondary Education." The title refers to the fact that in 1972, for the first time in American

history, slightly more than half of the students (degree credit, non-degree credit, and non-credit) in higher education participated on a part-time basis. The rate of increase in part-time students between 1969–1972 was three and one-half times as great as for full-time students. Who paid the bill? The report pungently observes that two-thirds of the public institutions charge a higher tuition rate for part-time students in order to make their continuing education programs self-supporting. Seventy percent of the part-time students paid their expenses out of their own pockets, and they also paid taxes to make the lower tuition rate possible for the full-time adult students. The report comments, "Regardless of family income, part-time students on the whole are massively discriminated against in federal and state student and institutional aid programs, social security survivor's benefits, institutional tuition rates and financial aid programs, and income tax requirements."

Some people quite justifiably may take considerable pride in the determination shown by so many people to get a collegiate experience even if they have to pay for it themselves. There is, however, another voice to be heard. It comes from the Commission on Non-Traditional Study. They had a special survey made of "learners" and "would-be learners" by the Educational Testing Service. The survey did a representative sampling from more than a million adults. They found that 45 percent of the "would-be learners" wanted a collegiate level experience with some type of formal recognition. Extrapolated to the general population, we have a population of "would-be learners" of nearly forty million people. Proud as we may be of the record of part-time student participation, we may also pause a bit to reflect on a society which frustrates 80 percent of its ready people who are willing and able to share the benefits of higher education.

How much money will it take to bite into the problem? Where will it come from? The most complete answer to these questions and the most detailed analysis of the problem is available to all in the ACE publication previously mentioned. Again, the title is "Financing Part-Time Students: The New Majority in Post-Secondary Education." It may be ordered from the Sales Office, Publications Division, American Council on Education, One Dupont Circle, Washington, D. C. 20036. The price is $4.75. The report is concise, only 118 pages. It is so much of a digest of the Committee's year long deliberations that a three minute summary is impossible. I could read you the fourteen pages of summary of findings and recommendations, but I fear the gavel of the timekeeper on this session--and then of course you can read them for yourself. I will give you one clue to a recommendation. The report states that Georgia is the only state which provides funds for academic instruction, research, and administration for part-time credit students on an FTE formula basis and administrative funds for non-credit student programs on the basis of continuing education units. Obviously, we have come to the right place for this conference, because here we may learn something.

GENERAL DISCUSSION

(Summary)

At the conclusion of Brice Ratchford's presentation, Thurman White asked whether the presidency of local institutions might be becoming obsolete, to which Dr. Ratchford replied that this is not the case as long as there is a good understanding between administrative units of their specific roles. For example, he said, Missouri has resisted an attempt by local institutions to carve out a specific geographical entity for their extension activities.

Paul Miller asked if there is a place for a "College of Extension" or other similar structure for a separate organizational entity for extension. Dr. Ratchford replied that he did not think so, that one college could not contain the broad mix of talent needed. Institutions that might try this approach would probably find that a separate unit would lose its research base and become something more like a consulting firm than a part of the university. A separate college would also likely become institutionalized and lose its flexibility and multidisciplinary capacity.

****

Following Eldon Johnson's address, it was pointed out that the University of Wisconsin's structure, with a separate extension faculty, has worked well in terms of rewards. Thurman White observed, however, that only the giants among universities can afford a separate extension function. Paul Miller concluded that, however the university is structured, the manner in which it organizes and apportions its resources should be very broad and creative. It was pointed out that America does not have an urban adult education movement because we have not developed a national clientele of people who are demanding the extension of urban educational services.

****

In response to a question from Lloyd Elliott, Thurman White stated that he saw a trend for state institutions to continue to increase tuition charges, for the gap between public and private institutions' tuition seems to be narrowing. Discussion among a number of participants continued on this point. The concensus was that both public and private funding will become increasingly available, to higher education in general and to the part-time student in particular. Some of the preliminary data we are getting are not reliable, but we know of the great demand for continuing education programs. Their rapid growth is due to the fact that programs have been made available. Provision of opportunity is the primary determining factor.

SESSION VI—SPECIAL INTEREST GROUPS

This unstructured session was set aside to provide for follow-up discussion which might result from formal conference sessions. As a result of this procedure, two interest groups were formed. One group, dealing with federal funding of university public service and extension activities, was initiated by the following conferees: Dr. J. C. Evans, Vice President, Oklahoma State University; Dr. Floyd B. Fischer, Vice President, Pennsylvania State University; Dr. Paul E. Hadley, Associate Vice President, University of Southern California; Dr. Robert J. Pitchell, Executive Director, NUEA; Dr. Thomas White, Vice President, University of Oklahoma. A second group, initiated by Dr. Lloyd H. Elliott, President, George Washington University, and Dr. Edmund Hughes, Vice President, Georgia State University, dealt with university public service relationships in the urban scene.

SPECIAL INTEREST GROUP ON FEDERAL FUNDING

(Summary)

The following is a summary of major issues related to federal funding of university public service and extension activities, discussed during a special interest group session.

Need for Program Proposals

A great handicap to acquiring federal funds for public service and extension programs is the lack of a prospective program to "sell." Before an institution can ask Congress for funds, it must conceive a national need that can be met through university public service/extension and write it out in terms of objectives, procedures, budget, etc. Armed with such a package, one can go to Congress and say, "Here is a need, and this is how we propose to meet it. Will you fund us?"

The National Endowment for the Humanities is a national public service program that has gained widespread acceptance. A major factor in gaining acceptance of that program was the support it received from influential persons across the nation.

LEAA has also gained firm acceptance. This was due in large measure to the grassroots support for "law and order"--the felt desire to do something constructive to reduce the incidence of criminal acts in the nation, particularly in large urban areas. Both the federal government and the universities responded.

These observations suggest that the federal government will support well-conceived proposals on subjects that are of keen interest to the nation, or a large clientele group, provided plans are drawn and organized support can be generated. Public universities need to give greater thought and effort to the creation of new programs that can be implemented through university extension and public service programs.

The Threat of A–95 Review and Approval

University programs supported by federal funds may come under closer scrutiny by subdistrict organizations that have been given "review and approval" power under A–95 and 1202. Thus far, these regulations have been applied primarily to facilities, not to university programs. Most observers agree that A–95 did not intend that the subdistrict organizations "review and pass on" federally-supported operating programs that are implemanted out in the states.

Presently, however, there are some indications that OMB might promote or require subdistrict approval of university programs supported by federal funds; and some executive directors of subdistrict organizations would welcome the move. The universities would be severely hampered in the areas of program development and implementation if this were required in the future. Review would slow the process of program development, cause disruptions in established programs, and lead to mixed program content at various area locations. Thus, universities throughout the nation should strongly oppose any attempt by OMB to require subdistrict program review of federally-supported programs. Control of

programs should remain with the universities and the federal agencies charged with implementing the acts of Congress.

Need for Federal Support for Continuing Education

A major area of public service/extension that has not as yet received significant financial support is continuing education. Several studies support the general observation that there is a large latent demand for organized continuing education, but part-time and adult "students" are not an organized group. They come from many profession, age, and interest groups. Consequently, it is extremely difficult to gain grassroots support for federal funds for continuing education. Yet one study suggests that the public is more willing to spend tax dollars on education than on most other categories of federal spending. The issue is: How can support for continuing education be organized?

One suggestion is to break the total continuing education population into interest groups that could provide a groundswell of support for the particular kinds of continuing education that appeal to each group. Undoubtedly, the number of persons desiring continuing education is quite large. Many of those who might participate do not have funds to pay full costs. Should they not receive assistance in some appropriate form, just as college-age youth do?

SPECIAL INTEREST GROUP ON UNIVERSITY PUBLIC SERVICE RELATIONSHIPS IN THE URBAN SCENE

(Summary)

Formal notes were not taken in this session, but for nearly an hour about twenty participants from the general conference met to discuss the relationships of public service in institutions of higher education to various elements in the urban scene. The session was chaired by University of Georgia Vice President S. F. Younts.

Vice President Ed Hughes of Georgia State University introduced the session by citing examples of the relationship of Georgia State University to the Atlanta scene. Among the items mentioned were the Inter-University Urban Cooperative, the work of the Urban Life Center, and experience with Urban Observatory. The Urban Corps activity, which consists of student involvement with field problems, was mentioned as being unusually successful.

There was a variety of experience and opinion regarding the acceptance by local governmental officials of possible university contributions to the solution of urban problems. One participant felt that local agency and governmental officials were quite reserved and suspicious of the capabilities of a university to address itself to urban problems, whereas other experience indicated a great deal of reliability on university public service's contributing to improving the strength of local agencies and, particularly, local government. In answer to the question which generated the request for the session, Dr. Ernest E. Melvin recited the experience of the University of Georgia in the metropolitan area of Savannah and Chatham County. Among the relationships and involvements which Dr. Melvin mentioned were the following:

1. Technical assistance to an inner city church as it attempted to redefine its community role.

2. A long-standing relationship of more than eight years with the business and professional leadership in Savannah in assisting in the conduct of a leadership seminar for middle and emerging leadership in the city.

3. Technical assistance to the Savannah-Chatham County Metropolitan Planning Commission in identification of metropolitan planning goals.

4. The conduct of two studies in Savannah dealing with low-cost housing and employment training needs.

5. Continuing technical and non-credit educational assistance to a variety of local governmental functions in Savannah.

6. The conduct of community development work in cooperation with Savannah State College under Title I of the Higher Education Act.

SESSION VII—IMPACT OF FEDERAL POLICIES

GOVERNMENT'S IMPACT CALLS FOR BETTER ECONOMIC UNDERSTANDING

Earl L. Butz
Secretary of Agriculture

The concepts of "extension" and "public service," in their broad aspects, mean transmitting facts and techniques from their source to people who can use them. In this sense, extension and public service are major thrusts of public education in this country.

In agriculture, the state extension services have played a major role--and their partners have been the land-grant colleges. Together, these forces have given substantive meaning to the concept of extension. They have set the standard for sound, effective public service.

The federal government is itself an extension agent and an educational institution of sorts. One of the primary thrusts of most government programs is communication--whether it be facts, procedures for collecting benefits, regulations, or taxation procedures. The Department of Health, Education, and Welfare, of course, has education as one of its primary charges. Its ever-growing responsibilities related to both health and welfare require a sizeable quantity of communicative effort also. The Department of Agriculture has its own very substantial communication and information system, and each of our agencies has a very effective information function. I am proud of our system. It is one of the best, if not the best, and most effective in government. The other departments and agencies of government have similar systems of communication, education, and information--and they perform a vital function in a free and open democratic society.

Yet, there are dangers inherent in such a system. Despite the recognized need for this form of education, the Congress tends to look askance at appropriations for information services. They have reason to, and I will concur in their skepticism. The Congress is often suspicious that some information activities may be used to rev up public or political support for specific programs. That danger is always present. The temptation to use government information systems for such purposes is sometimes beyond the point of human resistance.

Clearly, it is a questionable practice for the administrative unit charged with carrying out the intent and direction of federal statutes to be involved in extensive educational campaigns that might influence the very program it administers. That fact is precisely one of the reasons why in this country we have developed extensive adult education programs--call them extension or public service as you wish--in connection with our land-grant colleges and state universities. These institutions are independent and quasi-autonomous. They have the quality of objectivity--if, in fact, it is possible to achieve that quality any place. They have a substantial depth of scientific expertise on which to draw. They are isolated as much as is possible from whatever crusade may be popular at the moment. They are less likely than most other forces to espouse particular partisan points of view.

The American system of adult education is fairly unique in this regard. It is heavily financed by the federal government through continuing appropriations to the states, to the institutions, and through specific categorical grants. These state and local institutions and agencies then exercise a relatively high degree of autonomy as they attempt to meet effectively the needs of their citizens.

This system must be preserved and strengthened in the days ahead--if we are to deal effectively in the private sector with the challenges we face, and if we are to have good government capable of meeting the public sector challenges we face. **Indeed, our system of land-grant colleges and state universities is the main hope we have for a well-informed electorate capable of addressing the vital issues of the day.**

The press and broadcast media have suffered such a substantial loss of credibility in recent years that the electorate is hesitant to depend on them for reliable information and objective analysis. Industry has always been suspect. Private organizations and institutions are conceived as representing narrow special interests. Even more than in the past, therefore, the American people must depend on the extension and public service programs of the land-grant colleges and state universities for adult education and information transmittal that will enable people to make sound public decisions.

This aspect of your function is accented by the increasing tendency of our people to look to the federal government for solutions to problems. Even though the federal government most certainly does have the capability of performing some functions better than any other public or private body, I fear we have already leaned too heavily in that direction.

Be that as it may, the direction we have shifted means all of us must be able to make a greater number of decisions on matters which affect an increasingly large part of a society that grows larger and more complicated by the day. The sheer mass of the public decisions now being made adds a mountainous burden of responsibility onto your systems of public service and extension, as they seek to inform the electorate so that it will be capable of making those decisions wisely.

Nearly twenty years ago in a speech I addressed to the nation's farmer cooperative leaders, I attempted to hammer home the vital importance of how big the government's business was--and the extremely crucial place of government policy formulation in agriculture. At that time, it took just under $64 billion to run the federal government each year--and just under $100 billion for government at all levels. I pointed out then that we had socialized approximately one-fourth of our gross national product, that all of our people together decided how each of us would spend **one-fourth** of his income.

This year, twenty years later, we are spending roughly $275 billion on the federal government **alone.** That increase might not be too startling when population growth, inflation, and economic growth are taken into account. The startling fact, however, is that today--considering government spending on local, state, and national levels--we have now socialized approximately one-third of our gross national product. All of us together are now deciding how each of us will spend **one-third** of his income. The body politic now makes more decisions for every American and spends more of every American's money for him. Thus, it has become increasingly important for the adult education function of your institutions to be effective. This burden weighs increasingly heavily on your shoulders--and your budgets.

Each day I am in government I am more and more convinced that the most limiting factor in good government is the shockingly low level of economic literacy of the electorate. As an economist by training, and as an educator by practice, I suppose I should feel special shame for this sad state of affairs. I clearly do. **Some** of you must share the blame with me. Yet, **all** of us face the challenge of doing something about it.

Evidence of the problem is widespread. It has become altogether too easy for the narrow-thinking leaders of special interests--glib-tongued advocates and

zealots--to stampede people into accepting, and sometimes even into demanding, unsound and uneconomic panaceas or short-run counterproductive palliatives. Last year's meat price controls are a case in point. Nearly everyone with any economic sense **now** proclaims that they were wrong. Consumers, grocers, the meat industry, and livestock producers have all suffered in turn. The entire meat-producing industry (beef, pork, and poultry) is now in a dangerously depressed state.

Fertilizer price controls are a second example. Controls on domestic fertilizer prices were slapped on when fertilizer supplies were plentiful and prices were moderate. As world conditions changed, the shackles remained. As world demand climbed, and as fertilizer manufacturers sold into the world market where prices were rising, supplies disappeared. Yet, because domestic prices remained controlled, there was no incentive to increase fertilizer production for domestic use. In fact, some plants shut down, new plant construction plans were scuttled, and expansion plans were delayed. When controls finally came off, prices skyrocketed--for sound economic reasons--and fertilizer production has still not caught up with demand.

I need not cite the numerous other examples in agriculture--or the countless additional ones in the general economy. Clearly, some of our public economic decisions have not been wise ones, and many of the most unsound ones have been made reluctantly because of political pressure or public clamor stemming from an appallingly low level of public economic understanding.

This problem is heightened by the increasing tendency of the federal government to seek to achieve public ends by tampering with the economic system. Again, I cannot concur with what seems to be a growing mood of dependence on the federal government in the economic arena. Experience tells me that the market system is vastly superior to the government in its ability to perform most economic functions. Yet, if the electorate continues to insist on more and more economic decisions in the public sector, the need for a significant improvement in our public level of economic literacy is a must.

Great responsibility for achieving that objective rests on your doorsteps. Perhaps the greatest challenge ever to face the extension and public service segment of your institutions is that of upgrading the economic literacy of this country. Whether you succeed or fail may determine just how long America remains a great nation.

Public constraints on the use of the tools of science--designed and adopted in recent years to enhance the quality of this country's environment--have presented our system of adult education with a new challenge: To come forth with widespread understanding and acceptance of a sound and realistic basis for weighing risks against benefits in regulating technology usage.

While agriculture is not the only sector of our economy to run head on into environmental constraints, the case of agriculture is critical and of worldwide concern in an era when we have all become painfully aware of the race between population and food. Progress on the scientific front clearly offers the world's best hope for expanding agricultural production through increasing yields, cutting losses, and improving quality. The pendulum of environmental constraint may well have swung too far, as far as the use of science in agriculture is concerned.

Agriculture is now up against the stark reality of limited resources--limited land resources, limited fertilizer supplies, limited energy supplies, limited water supplies. From here on, from a global point of view, we must increase the yield of productive inputs, whatever they may be--whether land, or water, or chemicals, or sunshine.

We can do that **only** on the scientific front. We can do that only by modifying the ecology of nature. We can do that only with scientific onslaughts against natural forces in the physical world. Environmental constraints frequently hamper our efforts. I have sometimes been critical of many of our public decisions made as if we could afford the luxury of being "absolutely safe" on the scientific front. Admittedly, such decisions have generally been based on noble intent. Furthermore, I do not quarrel with the administrative and legislative processes which have tended strongly to take the side of conservative prudence in the name of

health--because there seemed at the time to be no better basis for making a decision.

On the other hand, in light of the increasingly untenable constraints we place on the use of technology, it is incumbent upon us to come forth with a better basis for decision--a Rule of Reason, if you will--which will realistically and objectively weigh risks against benefits in regulating technology use. We will look to the entire scientific community, but especially to our great colleges and universities, to suggest bases for rational judgment with respect to the use of the tools of agricultural technology to assure adequate food, fiber, timber, and energy for man. We will look to your laboratories and field research stations for adequate criteria on which to base a meaningful evaluation of technology in agriculture that separates objective fact from subjective conjecture. That is a vital prerequisite for reaching conclusions based on a proper assessment of the risks versus the benefits from the use of technology.

Clearly, we need a rationale for making judgments on the risk that is acceptable in return for the benefit to be obtained. Furthermore, we will need a major effort to achieve widespread and in-depth public understanding of the soundness of this rationale or Rule of Reason--and of the absolute necessity for its acceptance and use if this world is to be able to win the race between food and population. I am confident that the scientific community can set forth such a creditable Rule of Reason, a finite numerical level which is the dividing line between acceptable and unacceptable risk. On the other hand, the extent to which the extension and public service arms of the institutions represented here gain public understanding and implementation of such a rationale will be the extent to which reason will rule in the use of technology in agriculture.

Good government is the business of all of us. The future of education, of agriculture, of business, of all facets of the economy, will continue to be closely entwined with government. No longer can our educational institutions withdraw comfortably behind the curtain of a technological or scientific education and ignore the impact of government.

The importance of fundamental economic education at the grass-roots of America can never be overestimated. This will influence present legislation, as well as the economic thinking of our leaders a generation hence. Sound public policy formulation and execution thrive only in the fertile soil of rising economic literacy among all our people.

REACTION PANEL

(Summary)

Dr. Floyd B. Fischer, Vice President, Pennsylvania State University, and Dr. Paul Miller, President, Rochester Institute of Technology, were the reaction panelists for Session VII. A summary of their reactions and Dr. Butz's response follows.

Floyd Fischer

Dr. Fischer began by saying that he was privileged to share the rostrum with the Secretary of Agriculture, a man who is personally committed to the service concept and who represents an agency of government that many years ago perceived a need for educational and informational services for adults in the communities in which they lived and then proceeded to work with other agencies in developing and sustaining the highly successful cooperative extension model for one type of public service.

Concurring with the secretary, Dr. Fischer noted that the federal government has had a tremendous impact on extension and continuing education. This impact has been a natural consequence of the fact that the federal government has expended billions of dollars for public service and extension. He cited the **Seventh Annual Report and Recommendations of the National Advisory Council on Extension and Continuing Education,** indicating that it had examined some 208 federal programs with continuing education components. Those federal programs involve the total of about $8.25 billion, of which about $2.5 billion were directly concerned with higher education, continuing education, and extension public service. He noted that most of these dollars were concentrated in the following three major fields: (1) continuing education in the practice of education, (2) continuing health education, and (3) continuing education in social welfare. One hundred eighteen of the 208 programs were essentially in those three areas. Dr. Fischer commented that, not withstanding the fact that there is currently a need for manpower training in these areas, the choice of these three for extensive funding does not appear to stem from any broad concept of educational philosophy, political philosophy, or national manpower strategy. Rather, in his opinion, it may indicate that the government is overly concerned with the development of those fields which are essentially within the public rather than the private sector.

Dr. Fischer noted that the well being of the nation clearly depends on the success of private as well as public activities and that in a field as underfinanced as extension and continuing education the impact of such funding practices helps shape not only the nature of continuing education but also the total institutional fabric of our society. He cautioned that social engineering through education is a dangerous practice, whether directly or indirectly conceived. It is especially dangerous because of the lack of coherent national policy on the funding of continuing education and extension from the point of view of the individual student, the citizen.

Dr. Fischer lamented the fact that while society is beginning to recognize the importance of

education as a lifelong endeavor it has yet to make a national commitment to its funding as such. He noted that society has recognized its obligation for financing education for youth and children; but when it comes to the adult, there is not only massive discrimination but also "massive neglect," as a recent American Council on Education study described it.

Dr. Fischer summarized comments regarding the impact of federal policies on public service, extension, and continuing education in higher education by noting that without a financing plan which permits the individual adult to move into the educational environment based on his own perception of need he is restrained and manipulated by those opportunities provided by financing conceived from points of view other than his. Dr. Fischer noted that there is considerable consensus by colleges and universities and increasing recognition by government that there are too many discrete programs supported by categorical grants, established by separate statutes and administered independently of each other. While the intent of most of these programs was good they have not been bound together by unifying policies or well coordinated administrative efforts. Thus, many institutions of higher education are reluctant to become too heavily involved in them--that is, to accept responsibility for administering a program which may involve extensive resources, large numbers of personnel, and complex planning and management only to find in a relatively short time that the program is no longer "in" with federal government planners. Many programs disburse funds only through the project grant mechanism, and institutions have no assurance of funding continuity or grant renewal.

In short, the number of categorical aid programs from the federal government condemns a related educational effort to a peripheral status in higher education. With such funding it is not possible for the programs to become a part of the institution's basic educational commitment. This practice has spawned such administrative structures within colleges and universities as institutes, centers, bureaus, and other agencies designed to permit response to categorical aid programs in the social problems they address. Thus, the patchwork in federal funding for extension and continuing education imposes on our institutions an administrative structure which is also heavily patched and is subject to ripping and tearing in any stressful situation. Dr. Fischer noted that the issues and problems in continuing education, extension, and public service are extremely complex. He cited drug abuse, mental health, traffic, safety, environmental pollution, and a host of other problems as representing a range of issues institutions are asked to deal with in the context of continuing education service programs.

He noted that interest in continuing education and extension by the public is probably at a peak. He noted that this conference should identify again what we all have to achieve through extension and public service, set some broad guidelines, and seek, with federal help, to build an institutional framework which supports those guidelines. He then advanced three propositions intended to achieve a balance between the federal and state government needs and those of educational institutions, a balance between educational resources that serve individual needs and those that serve the public and private sector of our economy, and a balance between society's resources for education for youth and adults.

His first proposition was that we no longer have to convince others that education is not only for children and youth. The proposition must now be made that the individual adult must have access to educational programs throughout his lifetime under financing arrangements similar or equal to those for youth.

His second proposition from the point of view of the individual institution of higher education was that a financial foundation of recurring fiscal support for educational programs and services for the adult student should be established. It should be broad enough to protect the integrity of the institution in terms of academic decision making and to support a research base similar to that which characterizes the successful cooperative extension and experiment station relationships in agriculture. He noted that the foundation of support for extension and continuing education

programs is too narrow for an institution to respond to many of the real needs of the adult student population. According to the **Seventh Annual Report and Recommendations of the National Advisory Council on Extension and Continuing Education**, "With inadequate support from the general university budget, and with minimal direct and long-term input from Federal, State, and other grant programs, continuing education per se has gone of necessity to the marketplace to sell its wares like many commercial enterprises on a profit and loss basis."

Thus, university continuing education activities are denied what virtually every other university activity has access to--a responsive federal focus for their own interests. From the point of view of institutions of higher education, then, it is time for all parties concerned with the financing of higher education to work toward a financial base to support a foundation for adult continuing education and extension programs in the future.

Dr. Fischer's final proposition was from the point of view of government. Noting that the number of categorical aid programs (and total disbursements) is excessively large in proportion to presently existing alternate sources of funding, he maintained that, despite the dangers generated by the imbalance, government, both state and federal, should retain categorical programs as one way of assisting higher education in being responsive to social problems. It should be only one type of support, however, not the total. Dr. Fischer admonished that federal categorical aid programs should be given time to succeed, saying that many programs are terminated too soon to determine their value and worth. A case in point was the State Technical Services Act.

Dr. Fischer concluded his remarks by noting that his propositions were directed only to the central point of developing and maintaining a balanced system of financing, one that will sustain the integrity and worth of the individual as well as the delicate relationships between a government which is involved in the financing of another institutional education, whose goals and objectives are not and should not be totally parallel to those of the government. The balance that can be achieved will serve not only to heighten the impact in terms of benefits to the individuals but also to blunt the impact which can both impinge on and corrupt the individual framework of our society.

Paul Miller

Dr. Miller stated that even though he had had an opportunity to read Secretary Butz's paper in advance he had not prepared a reactor presentation, saying that he did not think it at all proper to bring the Secretary of Agriculture to this group without giving the group an opportunity within the limits of the meeting to explore some questions and delve further into the ramifications of his remarks. Therefore, he proposed to couch his comments in the form of questions.

Dr. Miller identified three major points or issues either expressed or implied in the secretary's paper. One was the great need for an increased economic literacy, another the need for a higher level of understanding of how to measure and weigh the risks and benefits which accompany the application and consequences of technology.

The third point--and the issue that Dr. Miller said he really wanted to raise about the secretary's presentation--was that it would be easy for the group to leave the conference and remember the fireworks without thinking carefully about what the secretary said and in so doing conclude that it is possible to develop a social technology in the United States to help the people assimilate the mountain of knowledge which we have and put it to use through and by the university system alone. That is, Dr. Butz seemed to suggest that we could perhaps get along without the powerful, legitimizing influence of the federal government.

Dr. Miller asserted that the secretary did not mean this at all, because the very structure which brought him up would never have been able to succeed without the support of what is in its own right a kind of federal university--the U. S. Department of Agriculture. One has only to recall the land-grant institutions, in a time similar to ours today, with reference to other aspects of society, saying they were not at all enthusiastic about such

a conception as the Cooperative Extension Service. Without the far-reaching stimulation and creative drive of far-sighted people like Secretary Butz in the Department of Agriculture we might not have the Cooperative Extension Service as we know it today.

"So," said Dr. Miller, "I am simply saying to the secretary, that in the context of our discussion here we are searching for linkages. One might mistakenly take from his message the idea that we could make it as an autonomous--whatever we mean by free--type of university, and I deny that. I say that in order to create technology in this country, to help our people meet a new set of problems, to assimilate the knowledge at our disposal we need more than autonomous, unilateral universities. We must have not only the financial support but also the creative, stimulating, legitimizing force of national policy and the federal government."

Dr. Miller asserted that as one looks at the community development traditions in the United States, the Cooperative Extension Service, and the various international development models he always finds three matrices, (1) a macro-national matrix, (2) a place where the action takes place, a kind if micro-level of development, and (3) a category for technical development.

Dr. Miller suggested that the easiest kind of knowledge use is that performed by the Cooperative Extension Service. That is the straightforward, impirical application of knowledge to changing the structure of nature. A second use of knowledge is that of making a normative change, a re-education, and that--changing the values of people--is what we are talking about at this conference. There is also a third use of knowledge, and that is the exercise of power. The modality of that use of knowledge is coercive. As a college president, when project proposals come in, one must ask: Where does this model fit? Is it in schooling, in individual learning, in choice-making, or in action?

Dr. Miller observed that one of the difficulties of cooperative extension work today is the fact that we are moving in our society from the ability to deal with things on an inter-personal strategy toward inter-institutional strategies. These are endlessly complex. Then he said, "Mr. Secretary, I think your views about the role of the federal government are too simplistic. We have to build a network of knowledge utilization in American society and we have to do it a lot faster than many think. We cannot do according to simple unilateral models of the university interacting with a given community. We have to have the legitimizing force of the federal government and we have to build this all into a network where it is possible to go into the field as a Cooperative Extension Service with your kind of evangelical spirit to apply knowledge to the very dangerous area--that of normative value and attitude change on the part of people over the country.

"So, in a sense, I ask you the question. I felt the third part of your paper where you were constraining the role of government might allow us in the conference to go away feeling that we can do everything by ourselves, and I submit that we can't."

Secretary Butz

Secretary Butz agreed with Dr. Miller and said, "Government must have a deep and continuously pervasive impact on adult education. The only thing I fear is that it goes too far." He indicated that in many instances government officials make decisions that affect the very fabric of American life.

Secretary Butz contended that we have moved too many decisions to Washington, and he cited as examples the decisions that are made by the Cost of Living Council and the Commodity Credit Corporation. He noted that the Commodity Credit Corporation Board makes decisions on price relationships that build up one commodity at the expense of another, that build up one marketing system at the expense of another. Said he, "We make a decision on the price relationships between butter and cheese that puts Wisconsin Cooperative Cheese Companies in business or forces them out. We can't avoid it. This is the kind of thing that I say can be done wisely and correctly only as we

increase the level of economic literacy throughout the nation. There is no substitute for that."

The secretary continued, "I don't mean to say that government is not important, that it is going to go away. It won't. It is here to stay." He asserted, "I think we can improve the effectiveness with which we make these broad social and political decisions, but it can be done only as you (referring to the institutions) can do a more effective job of education at the grassroots. In short, the government must have a deep and decisive impact on education through increasing the grassroots level of economic literacy."

BEST COPY AVAILABLE

SESSION VIII—SYNTHESIS

SYNTHESIS

Donald R. McNeil
Chancellor, University of Maine

This has really been the most frustrating, aggravating three days I have ever spent. Those of you who are acquainted with me know how difficult it is for me to sit still for three days without saying a word. (However, it was not as bad as my experience of three weeks ago when I was in Oklahoma for a conference with Thurman White. I lost my voice on the plane going down, so when I arrived Thurman took me to the health services building to see the doctor. Thurman walked in and said, "I've got a man here who has to give a speech in forty minutes. What are you going to do for him?" The doctor, without hesitation, responded, "Call Oral Roberts.")

Of course, it would be presumptuous of me to talk to you about what you have heard these past three days. I understand that these proceedings will be printed. Since you will have a chance to study them in detail and find out what you heard in these three days, I am not going to review the efforts of each speaker. You will notice the program planners did not call this session a critique; they called it a synthesis. As "synthesizer," however, I would like to both critique the conference and voice some of my own prejudices about various issues that have been raised.

First, I would like to give you some impressions of the conference and to share with you sort of an overview. It seems to me that all shades of opinion were represented here. There was, on the one hand, an impression of great joy and optimism; on the other hand, several participants expressed a gloomy and pessimistic view of the future of continuing education, extension, and public service. With all shades of opinion represented, one has to make an assessment as to what the overall meaning was. My own view is that the joy and optimism attitude overshadowed the gloom and doom school. The overriding feeling seemed to be that great possibilities in public service lie ahead of us.

Second, I was struck by how, when we get into a conference like this, we broaden our horizons. Here there was a breadth and an overview that is not prevalent in many conferences. I think of some of the subjects that were brought into the conversation during the course of the three days——zero population growth, overseas programs, poverty and pollution, race relations, welfare, food supplies in the country, needs of the private colleges, the whole man, and coordination——and they indicate clearly the scope of our interests and breadth of our views.

Third, I just have to share with you some of the extracts that I have selected from the presentations, either from my notes or from the papers themselves, because, if nothing else, the conference has coined some memorable phrases. I picked out the ones I particularly liked.

> The people have problems; the universities have departments.
>
> We mistake aloofness for objectivity.
>
> Failure is not so much student inaptitude as it is faculty ineptitude.

The more the university is the same, the more it must change.

Everything is permanently temporary.

That memorable phrase of Ralph Huitt's will certainly reappear the day "resident faculty begin to invade extension." I also particularly liked the "beware of falling angels" story and the comment about faculty members who thought they were elevating the universities only to find out they were really just depressing the students. Perhaps the most opinionated statement of the entire conference was one to the effect that the British open university is the "most rigid, inflexible, lengthy, and arduous way to secure a bachelor's degree that the mind of man has yet divised."

When I heard this statement--"Research is to teaching like sin is to confession; without it not much can be said"--I thought the word was "conception," not confession. Then there was the rather flowery language of one speaker who said, "In the universal love for the life of the mind, the chance to grind out a few more courses for a baccalaureate is a single flower in the garden of opportunity." And getting to the heart of the matter came this statement: "Our frustration is not in not doing, but in not doing better."

I suppose one of the outstanding memories I will have of this conference is that of Thurman White chastising his audience for reading his paper as he was delivering it with his customary charm. And I thought it was high justice indeed when Cy Houle then chastised Thurman White for asking, not answering, questions.

As I said, we did bring a breadth and scope to this conference. During the course of the three days, we went back to Greece, returned to the sixteenth century, stopped at Monticello, spent time in Georgia, traveled overseas, took a glimpse of the White House, Congress, and Watergate, went back to England several times, and skipped through Oklahoma, Washington, D. C., West Virginia, and Westchester County, New York. I'll say nothing about the jokes we received while journeying back and forth through time.

Now I would like to talk about the critique of the conference as I see it. First, let's talk for a minute about the objectives of the conference. This conference was really set up to expose a body of top officials in American colleges and universities who had not been reached previously with the public service message. The program was aimed previously at presidents and chancellors. Yet the program reflected too much the interests of the extension people. I felt sometimes as if I were being talked to as a former extension administrator, which I am.

Second, as to the methods of the conference, I think there could have been a good deal more involvement of the presidents and chancellors. I began to get a reading the second day that some of the presidents wanted to talk with other presidents and with the extension people, specifically about programs and ideas.

Third, as to the substance of the matter, some of the issues could have been more clearly drawn. (I expect, by the way, that all conferences are guilty of this shortcoming.) I think, for example, of the issue of the objectivity of a university, which we skirted around and flirted with in many of the sessions. That is really one of the major problems facing continuing education and extension and public service. How do we retain our integrity and our objectivity while we serve people? I think that if the issues of the conference had been drawn almost as "ideas in conflict," the presidents and the extension people and our outside speakers would have zeroed in on them better. Rather, it seemed to me that there was too much description and not enough drawing of the issues. It would have been expedient had there been at least part of a session where the very latest in the new approaches could have been brought together and synthesized and presented, followed, perhaps, by a study discussion group. Hindsight and Monday-morning quarterbacking are, of course, unfair, and my criticism certainly does not mean that the conference was unsuccessful. I think it was a success.

Finally, let me preach a little, because I have been preached at for three days. There are some points

that I would like to make now. Perhaps I should have stood up during the conference to make them. In the first place, I want to respond to the statement that the universities oversold the idea that we were going to solve all problems. We did say that we would bring an educational dimension to those problems, that we would educate and teach and bring our resources and expertise to help individuals and communities confront and perhaps solve the problems; but that is quite different from saying we would do it all ourselves. When I hear that we "oversold the suit," I deny the charge. I think those who claim this do not have the issues in proper perspective. We at the universities have always said that we are only part of the problem-solving process. We merely added the educational dimension to enable others to solve the problems.

Second, there was a great deal of emphasis on manpower training at the conference. I wish to point out that the university is not just a manpower training firm, that we in the university are educating people to think critically, to evolve a value system, and to make judgments. If, at the end of the educational process, a person cannot think critically, cannot evolve his or her own value system, and cannot then address that critical state of mind to the problems that confront him or her as an individual or as part of a community, then we have failed.

I think there are voices rising in this country now about higher education that are beginning to say (1) we are educating too many people (which I deny) and (2) if we have to educate all these people, then we should shift them into programs where there is a job at the end of the line. I am not crazy enough to argue that we do not do that. We educate professional people, doctors and lawyers and engineers and teachers. And we educate a lot of people for the sake of knowledge itself. Unless we keep that balance in universities, we will go off in the direction of public service **only**. We will be responding to demand, training manpower; but we will have lost the central core of what a university is.

Third, if I have any criticism of the conference, it is that there probably could have been a clearer definition of terms. You know, this is an old semantics game that the extension and continuing education people play all the time, and I guess I have been as guilty as any other player. The public service that we conceive and that I think came out of this conference is a great deal broader than the part-time student doing some kind of educational work off-campus. Until we state clearly what we mean by public service——and I think each of us has his own interpretation——we are probably going to have the usual problems of communication.

However, I want to stress that I really do not care if there is some division about the concept or about the meaning of public service. It may be that each of us must have his own interpretation, must march to the sound of his own drummer, do the best job he can. So, while I do not become too upset over the fact that we cannot agree on terms, I do feel that, for purposes of conferences like this one, we could have spelled out exactly what we meant for these discussion purposes. I think we are going to find out that, in the long run, public service is going to be an umbrella covering many interpretations.

I would like to make a comment about tuition for the part-time student. I do not think we are asking for anything special just because a low-tuition, high-quality person is coming from a land-grant institution. All we are arguing for is equality. A student is a student, and credit is credit. I do not care where the student is or when the work is done. The part-time student is entitled to a proportion of the same tax dollars that the full-time undergraduate student receives. That is all we are asking.

Fourth, I would like to say a word about affirmative action. Thank goodness a couple of extra women came into the room, and we can now say "ladies and gentlemen." It is a fact, however, that within the public service dimension of the university the most disgraceful discrimination is going on; the fact that we have only one woman dean here in attendance and the fact that we have not begun to train women at that level immediately under the top person says something important to us all.

I was also somewhat disturbed by the small number of blacks that were here because for years we have been working with the black institutions to try to get them to build an outreach extension function. Then, of course, after we solve some of these problems, we really ought to have that affirmative action program for students some of us have been talking about.

Finally, what did we decide or what do we need? I assume that we decided that public service is important. You would not be here if you thought otherwise. We identified some needs, and yet here again, I think that we probably could have identified them more specifically. Still, I have a hunch that in rereading the papers you are going to find that a great many of the needs facing this part of the university are there.

We come down to trying to summarize what we all were talking about, what we really want. I would probably put it too simplistically, but let me try it anyway. I think we need four or five things. The extent to which you are successful back on your home campuses is going to determine how successful this conference was.

In the first place, it was very clear that we have to have a delivery system, an improved delivery system; and to do that, one has to have a sound structure and a staff. Besides the structure and staff, one must have a base of financial support beyond the pay-as-you-go principle that has been traditional in many of the extension operations. I think that this is changing.

Probably more important than the structure, the staff and the financing, however, is the need for some change in attitude. First--and this was the purpose of the conference--we have to have a top-level commitment. I do not care how you slice it at the vice-presidential level or the level of deans and directors, unless the presidents and the chancellors are committed to this, the movement is not going to progress very far. I think we have to have a different turn of mind in regard to the structure of teaching and learning itself. Everybody talks about "innovative approaches," and we have lots of examples, but certainly we are going to have to do more, rather than less. The problem is that the pressure from the campuses, from the resident units, often is to mold you into their traditional norm. Unless we can clearly demonstrate the fact that we may indeed be the cutting edge of the university, that we have to be innovative, then we are not going to get very far.

Third, we do have to have a responsiveness and receptivity to demands of untapped audiences; and lastly, I think we need to examine the attitude about the sense of dignity which extension and continuing education sometimes lack, or where there is a need for constant reassurance. Unless we have professional dignity, institutional dignity, and personal dignity, then that lack is going to be reflected in our actions; and I think other people will, and do, sense that.

With the responsiveness that we have and with the flexibility and the objectivity--whatever that may mean--I would say to you, in summary, only one thing. Let us not get hung up on one structure, one system of financing, one kind of staff, or one set of attitudes. As somebody said to me in this conference, "My eyes glaze over when I hear about THE way to structure a continuing education extension operation in a university." There is no one way, and I think we ought to stop trying to say there is. There are a lot of ways, and our efforts are going to be a mix, depending upon the cultural and economic bases of any particular area of the country. We are different, and we are going to remain different. In fact, our differences are part of our strengths. I remind you that the things that make us different--the time we teach, the place we teach, the method by which we teach, and the student body we teach--really make us so far different that we can never really go all the way toward the old traditional way of doing things. I think that we, as university administrators and extension administrators, ought to have pride in that, and through that we are going to be strong enough to fight some of the forces that are challenging us from all sides. I am talking about bureaucracy, about traditionalism and about torpor. I think all of these--increasing bureaucracy, the pressure of traditionalism, apathy, neglect, torpor--are our vicious enemies. It is up to you, and in the deathless prose of the television commercial, I challenge you. "Try it; you'll like it."

LIST OF PARTICIPANTS

Mr. Christian Arnold
Associate Dean
National Association of State Universities and Land Grant Colleges
One Dupont Circle, Suite 710
Washington, D. C. 20036

Mr. Richard Ashworth
Deputy Under Secretary of Agriculture
Department of Agriculture
Washington, D. C. 20250

Dr. Stephen P. Bailey
Vice President
American Council on Education
One Dupont Circle
Washington, D. C. 20036

Dr. Milton S. Baker
Assistant Provost
Continuing Education
University of South Carolina
Columbia, South Carolina 29208

Dr. William E. Barron
Dean of Extension
University of Texas
Austin, Texas 78712

Dr. Robert F. Berner
Dean
Division of Continuing Education
State University of New York
Buffalo, New York 14214

Dr. Charles E. Bishop
Chancellor
University of Maryland
College Park, Maryland 20742

Dr. Edward J. Boling
President
University of Tennessee
Knoxville, Tennessee 37916

Dr. James E. Boyd
Chancellor
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Dr. Royden C. Braithwaite
President
Southern Utah State College
Cedar City, Utah 84720

Dr. Warren W. Brandt
President
Virginia Commonwealth University
Richmond, Virginia 23220

Dr. Guy E. Brown
Associate Dean
University College
University of Louisville
Louisville, Kentucky 40208

Dr. W. Wray Buchanan
Vice Chancellor
State University and Community College System of Tennessee
Nashville, Tennessee 37203

Dr. Earl L. Butz
Secretary of Agriculture
The Mall, between Twelfth and Fourteenth Streets, S. W.
Washington, D. C. 20250

Dr. David L. Call
Division of Cooperative Extension
Cornell University
Ithaca, New York 14850

Dr. Chester Carroll
Vice President for Research
Auburn University
Auburn, Alabama 36830

Dr. George A. Chambers
Executive Vice President
University of Iowa
Iowa City, Iowa 52242

Dr. Louis W. Cochran
Vice President for Academic Affairs
University of Kentucky
Lexington, Kentucky 40506

Dr. D. W. Colvard
Chancellor
University of North Carolina
Charlotte, North Carolina 28223

Dr. Robert L. Crom
Assistant Dean, University Extension
Iowa State University
Ames, Iowa 50010

Dr. Bruce Dearing
Vice Chancellor for Academic Programs
State University of New York
Albany, New York 12210

Dr. Galen N. Drewry
Assistant Academic Vice President
University of Alabama
Tuscaloosa, Alabama 35486

Dr. Pope Duncan
President
Georgia Southern College
Statesboro, Georgia 30458

Dr. John O. Eidson
Vice Chancellor
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Dr. Lloyd H. Elliott
President
George Washington University
Washington, D. C. 20006

Dr. John B. Ervin
Dean
School of Continuing Education
Washington University
St. Louis, Missouri 63130

Dr. J. C. Evans
Vice President for University Extension
Oklahoma State University
Stillwater, Oklahoma 74074

Dr. Robert N. Faiman
Vice President for Research
University of New Hampshire
Durham, New Hampshire 03824

Dr. James E. Farrell
Dean of Extension and Continuing Education
Tennessee State University
Nashville, Tennessee 37203

Dr. Floyd B. Fischer
Vice President for Continuing Education
Pennsylvania State University
University Park, Pennsylvania 16802

Dr. Glenn A. Goerke
Vice President for Community Affairs
Florida International University
Miami, Florida 33144

Dr. David Goodsell
Valdosta State College
Valdosta, Georgia 31601

Dr. Mary N. Greenwood
Director of Programs
University of Missouri
Columbia, Missouri 65210

Dr. Paul E. Hadley
Associate Vice President
University of Southern California
Los Angeles, California 90007

Mr. Evan Hale
Administrative Assistant to Secretary
Department of Agriculture
Washington, D. C. 20250

Mr. Charles A. Harris
Chairman, Board of Regents
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Mrs. Hubert Harris
Vice Chancellor
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Dr. Lawrence Hawkins
Dean of Community Service
University of Cincinnati
Cincinnati, Ohio 45221

Dr. Maynard C. Heckel
Dean, School of Continuing Education
University of New Hampshire
Durham, New Hampshire 03824

Mr. Frank Hersman
Head, Office of International Governmental Science and Research Utilization
1800 G Street, N. W.
Washington, D. C. 20550

Dr. Cyril O. Houle
Professor of Education
University of Chicago
Chicago, Illinois 60637

Dr. Robert E. Hubbard
Assistant Provost
Wayne State University
Detroit, Michigan 48202

Dr. Edmund Hughes
Vice President
Georgia State University
Atlanta, Georgia 30303

Dr. Ralph K. Huitt
Director, National Association of State Universities and Land Grant Colleges
One Dupont Circle, Suite 710
Washington, D. C. 20036

Mr. George E. Hull
Department of Agriculture
Washington, D. C. 20250

Dr. Charles Johnson
Vice President, Metropolitan Studies
University of Cincinnati
Cincinnati, Ohio 45221

Dr. Eldon L. Johnson
Vice President
University of Illinois
Urbana, Illinois 61801

Dr. Joseph E. Johnson
Executive Vice President
University of Tennessee
Memphis, Tennessee 38103

Dr. William R. Johnson
Vice President for Academic Affairs
Texas Tech University
Lubbock, Texas 79409

Dr. E. Walton Jones
Public Service and Extension Officer
University of North Carolina
Chapel Hill, North Carolina 27514

Dr. Robert Jones
650 University Hall
University of California
Berkeley, California 94720

Dr. Howard Jordan, Jr.
Vice Chancellor
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Dr. William B. King
President
Georgia Southwestern College
Americus, Georgia 31709

Dr. William E. Lavery
Executive Vice President
Virginia Polytechnical Institute and State University
Blacksburg, Virginia 24061

Mr. J. K. Leasure
Southern Illinois University
Carbondale, Illinois 62901

Dr. Kenneth E. Lindner
Chancellor
University of Wisconsin
LaCrosse, Wisconsin 54601

Dr. William F. Little
Vice Chancellor for Development and Public Service
University of North Carolina
Chapel Hill, North Carolina 27514

Dr. L. J. Lomax
Fort Valley State College
Fort Valley, Georgia 31030

Dr. Durward Long
Vice President for Services
University of California
Berkeley, California 94720

Dr. S. Walter Martin
President
Valdosta State College
Valdosta, Georgia 31601

Dr. T. K. Martin
Vice President
Mississippi State University
State College, Mississippi 39762

Dr. Fritz A. McCameron
Director, Continuing Education
Louisiana State University
Baton Rouge, Louisiana 70803

Dr. Shealy E. McCoy
Vice Chancellor
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Dr. Donald R. McNeil
Chancellor
University of Maine
Portland, Maine 04102

Mr. Edwin G. Michaelian
Institute of Sub-Urban Governance
Pace College, Westchester Campus
Pleasantville, New York 10520

Dr. Paul A. Miller
President
Rochester Institute of Technology
Rochester, New York 14623

Dr. Nicholas P. Mitchell
Vice Provost
University of South Carolina
Columbia, South Carolina 29208

Dr. William H. Moretz
President
Medical College of Georgia
Augusta, Georgia 30902

Dr. Roy S. Nicks
Chancellor
University of Tennessee
Nashville, Tennessee 37203

Dr. James C. Olson
Chancellor
University of Missouri
Kansas City, Missouri 64110

Dr. Ward Pafford
President
West Georgia College
Carrollton, Georgia 30117

Dr. T. J. Pinnock
Human Resources Development Center
Tuskegee Institute
Tuskegee Institute, Alabama 36088

Dr. Robert J. Pitchell
Executive Director
National University Extension Association
Washington, D. C. 20036

Mr. Fred H. Ramseur, Jr.
Executive Vice President
Cities Service Company
P. O. Box 300
Tulsa, Oklahoma 74102

Dr. J. Ralph Randolph
Director, Program Development
Continuing Education
Memphis State University
Memphis, Tennessee 38111

Dr. Richard E. Rasmussen
Director, Division of University Outreach
University of Wisconsin
LaCrosse, Wisconsin 54601

Dr. C. Brice Ratchford
President
University of Missouri
Columbia, Missouri 65210

Mr. Thomas M. Riley
Director of Extended Services
Augusta College
Augusta, Georgia 30904

The Honorable Robert Walter Scott
Haw Fields Farm
Haw River, North Carolina 27258

Dr. Betty L. Siegel
Dean, Academic Affairs for Continuing Education
University of Florida
Gainesville, Florida 32601

Dr. George L. Simpson, Jr.
Chancellor
University System of Georgia
244 Washington Street
Atlanta, Georgia 30334

Dr. W. E. Skelton
Dean, Extension Division
Virginia Polytechnical Institute and State University
Blacksburg, Virginia 24061

Dr. Howard L. Sparks
Assistant Vice President
Virginia Commonwealth University
Richmond, Virginia 23220

Dr. Donald Stewart
University of Pennsylvania
Philadelphia, Pennsylvania 19104

Dr. George B. Strother
Vice Chancellor
University of Wisconsin
Madison, Wisconsin 53706

Mr. Richard A. Thigpen
Executive Assistant to President
President's Office, Box B
Tuscaloosa, Alabama 35486

Dr. R. E. Wagner
Director, Cooperative Extension Service
University of Maryland
College Park, Maryland 20742

Dr. C. H. Weaver
Vice President for Continuing Education
University of Tennessee
Knoxville, Tennessee 37916

Dr. Thurman J. White
Vice President for Continuing Education and Public Service
University of Oklahoma
Norman, Oklahoma 73069

Dr. Tom V. Whitley
President
Columbus College
Columbus, Georgia 31907

Mr. William H. Wilkie
Program Director
W. K. Kellogg Foundation
400 North Avenue
Battle Creek, Michigan 49016

Dr. Sam Willis
Dean of Extension
Clemson University
Clemson, South Carolina 29631

Dr. Louis N. Wise
Vice President
Mississippi State University
State College, Mississippi 39762

Dr. Robert Woodbury
Associate Provost
University of Massachusetts
Amherst, Massachusetts 01002

UNIVERSITY OF GEORGIA FACULTY:

Dr. Warren K. Agee
Dean
School of Journalism

Dr. Robert C. Anderson
Vice President for Graduate Studies

Mr. Allan W. Barber
Vice President for Business and Finance

Dr. J. Ralph Beaird
Acting Dean
School of Law

Mr. Larry R. Bramblett
College of Business Administration

Dr. Gene A. Bramlett
Associate Director
Institute of Community and Area Development

Dr. Frederick C. Davison
President
University of Georgia

Dr. Delmer D. Dunn
Director
Institute of Government

Dr. Talmadge Duvall
Assistant Director
Cooperative Extension Service

Mr. James S. Elkins, Jr.
Institute of Government/Institute of Community and Area Development

Dr. Charles P. Ellington
Director
Cooperative Extension Service

Dr. Frank Fabris
Center for Continuing Education

Dr. J. W. Fanning
Vice President for Services Emeritus

Dr. William D. Feltner
Institute of Higher Education

Dr. Cameron Fincher
Director
Institute of Higher Education

Dr. W. C. Flewellen, Jr.
Dean
College of Business Administration

Dr. Henry W. Garren
Dean
College of Agriculture

Mr. Louis Griffith
Dean
University Relations

Dr. William L. Hays
Vice President for Instruction

Dr. Allyn M. Herrick
Dean
School of Forest Resources

Mr. Harold F. Holtz, Jr.
Governmental Training Division
Institute of Government

Dr. Albert Ike
Institute of Community and Area Development

Mr. Albert B. Jones
Institute of Government

Mr. Douglas Kidd
Institute of Government

Mr. C. B. Lord
Associate Director
Center for Continuing Education

Mr. Thomas W. Mahler
Director
Center for Continuing Education

Mr. Benjamin Broox McIntyre
Institute of Government

Dr. E. E. Melvin
Director
Institute of Community and Area Development

Mr. Jim W. Meredith
Institute of Government

Dr. Alan Pardoen
Department of Adult Education

Miss Betsy Powell
Center for Continuing Education

Dr. Paschal Reeves
Associate to the Provost

Mr. Perk Robins
Vice President for Development

Mr. Dean Rusk
Professor of International Law

Dr. Adolph Sanders
Division of Research
College of Business Administration

Dr. Charles Stewart
Dean
School of Social Work

Dr. Richard Talbot
Dean
College of Veterinary Medicine

Mr. James Thorson
Center for Continuing Education

Dr. Kenneth Waters
Dean
School of Pharmacy

Dr. Robert Wheeler
Director of Resident Instruction
College of Agriculture

Dr. J. A. Williams
Dean
College of Education

Dr. S. Eugene Younts
Vice President for Services